

**REPORT  
OF THE  
COMMITTEE ON RURAL  
HIGHER EDUCATION**



**MINISTRY OF EDUCATION AND YOUTH SERVICES  
GOVERNMENT OF INDIA  
1970**

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## PART I

### Chairman's Address to the National Council for Rural Higher Edv.

The consider  
Hig<sup>n</sup> --  
itee on Rural  
agenda before the  
ation at its meeting  
L... m his inaugural address to the Council,  
P... to Dr. M. V. Rao, Union Education Minister and Chairman  
of the Council, referred particularly to the report of the Com-  
mittee and said :—

"The Review Committee has completed its deliberations and submitted its report. I congratulate the Chairman, Shri G. Ramachandran and the members of the Committee who have done this difficult job with a sense of dedication. The report itself is concise and crisp and the recommendations are business-like. I am glad that the Committee has avoided the usual temptation of emphasising generalities and has instead come down to brass-tacks.

One or two very disturbing factors have come to light in the Report. The enrolment in the Rural Institutes has not been appreciable. Whereas in 1966-67 the enrolment was 3,953, and in 1967-68 4,117, it came down to 3,566 during 1968-69. The figures for 1969-70 show that there is only a slight improvement. This means that the student community have lost faith in the Rural Institutes. The Council should, therefore, take concrete action which will give good returns. I hope this Council will approach this problem from a crisis point of view to make the Scheme more popular and demand-oriented. If we can show that there is a demand for the products of these Rural Institutes I do not think that the problem of finding necessary funds will present an insuperable difficulty. We have to justify our existence every time. The prescriptive right has to be replaced by the right of functional efficiency and national profitability which

should become the criteria of institutions demanding Government assistance.

The other point that strikes me is the teacher-pupil ratio which is far too uneconomical and this has, among other factors, increased the per capita expenditure to as much as Rs. 4,727 in the case of Advanced Course for Sanitary Inspectors and Rs. 2,652 in the case of Post-Diploma Courses.

Then there is the question as to how the products of the Rural Institutes have been able to obtain suitable employment. The Committee realises the importance of the Rural Institutes undertaking a survey of employment possibilities in the region so as to increase the employment potential. It is true that there is large unemployment among the educated men and women and it is not necessarily limited to the products of the Rural Institutes. This is due to the slow rate of growth of the economy; the number of new jobs created increasing at a slower rate, and the number of educated persons increasing at a faster rate because of the large expansion in secondary and university education. It is important to increase the tempo of economic growth so that more new jobs are created.

There is need, as pointed out by the Review Committee, to establish a close liaison with the employing agencies (both in the private and public sectors) so that the suitability of the courses is ascertained and modifications in training techniques effected wherever necessary. As recommended by the Committee, necessary guidance and facilities such as allotment of land, grant of loans by co-operative banks, etc. should be given to holders of these diplomas to enable them to take up Public Works Department assignments which are now generally given to the contractors. In this connection, we have to consider seriously as to whether our education is intended for the purpose of promoting job-seeking or is it also intended that those who obtain education are able to create work for themselves? Is any educational institution intended to produce only what I call "pay-packet seekers", or is it intended to promote

such a skill that they can either be 'pay-packet seekers' or they can create jobs for themselves? It is important that people who come out of these institutions use their skill in creating jobs. This should be the case particularly with the Rural Institutes which are specially established for the purpose of catering to rural needs and development. It is important for the Council to consider that the pattern of education in these Institutes should include elements which will promote self-employment. The Government is prepared to provide the necessary facilities by way of technical assistance, facilities for purchase of land, etc. to enable people to set up their business in rural areas. In the Rural Institutes the orientation should be such that their products will find employment for themselves if they find jobs are not available. The products of the Rural Institutes should be rural leaders, agriculturists and progressive Community Development Organizers.

I am glad that the Committee has recommended that priority in the allocation of funds under the Scheme of Rural Higher Education should be on the improvement of the salaries of teachers in the Rural Institutes and that there should be parity between salary scales and dearness allowance of teachers of the Rural Institutes and the corresponding employees of the affiliated colleges of the area. *Being myself a teacher, I am in full agreement with this recommendation.*

A few suggestions have been made regarding the future development of the Rural Institutes. I am not sure as to how the Federal University of Rural Higher Education can be set up by the Government. A similar idea was considered some time back in consultation with the Ministry of Law, and it was found that it would not be possible to declare any one institution as an Institution of National Importance to which the other Rural Institutes could be affiliated. I am also not very hopeful for the present about the affiliation of the Rural Institutes to the Jawaharlal Nehru University.

I am personally not happy about affiliation of the Rural Institutes to the universities as they were set up with a

definite purpose which was different from that of the traditional universities. However, if that is the only way out for some Rural Institutes it has to be provided for. In that case two separate committees of the National Council will have to be constituted to deal with Rural Institutes which may affiliate themselves with universities and those which will retain their present independent identity.

I would also suggest the constitution of a Working Group with reference to the aims and objectives of the Scheme so as to facilitate formulation of clear lines of co-ordinated action by the Rural Institutes in extension and research."





## **Report of the Committee on Rural Higher Education**



सत्यमेव जयते

### **Letter of Transmittal**

My dear Dr. Rao,

I have much pleasure in forwarding herewith the Report of the Review Committee on Rural Institutes which was set up by the National Council for Rural Higher Education at its meeting held in November 1967 under the Chairmanship of your predecessor, Dr. Triguna Sen. The Committee held 7 sittings in all, in addition to visiting some of the selected Rural Institutes. Before visiting the Rural Institutes, the Committee collected relevant information and views from the Directors and staff of the Rural Institutes as also from a number of students who had passed out of the Rural Institutes securing first or second positions.

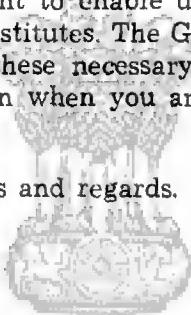
As will be seen, the Committee has made detailed recommendations regarding the future of the Rural Institutes. The future of the Rural Institutes has long been kept in doubt doing damage to the status and usefulness of the Institutes. As you are already aware, the scheme of Rural Higher Education was initiated by the Government of India several years ago and a number of non-official educational foundations were invited to join in the work. There are only one or two Rural Institutes run by State Governments.

While all the Rural Institutes may not have done equally well and come up to expectations, I wish to emphasise that the Rural Institutes have generally been severely handicapped because of certain difficulties including financial. I would therefore earnestly request you that after the Report has been passed by the National Council for Rural Higher Education at its next sitting, you will kindly stand guard over its implementation with your usual determination and courage, particularly because such implementation will involve high level financial considerations. I should like in this connection to specially mention the need for the Government to accept without delay the principle of parity in the salary scales and allowances between lecturers

in the Rural Institutes and those in colleges and universities in the area. It is this lack of parity which has created innumerable difficulties in the recruitment of lecturers with adequate qualifications and their continued service in the Rural Institutes. The implementation of this single recommendation will contribute to bring about an appreciable change for the better in the work and growth of the Rural Institutes. I need only add that the qualification prescribed by the rules for appointing lecturers is the possession of at least a Second Class M.A. Degree.

Many of us who have undertaken the responsibility for the Rural Institutes have given our best to developing these Institutes and we have waited long for the necessary steps being taken by the Government to enable us to consolidate and improve the work of the Institutes. The Government can no longer afford to delay taking these necessary steps. I earnestly trust these steps will be taken when you are the Union Minister of Education.

With my best wishes and regards,



Yours sincerely,

G. RAMACHANDRAN, M.P.

*Chairman  
Committee on Rural Higher Education  
October 27, 1969*

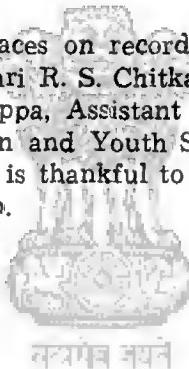
Dr. V. K. R. V. Rao,  
Union Minister of Education,  
Shastri Bhavan,  
New Delhi.

## Preface

The National Council for Rural Higher Education set up this Committee in November, 1967 to review the progress of the Scheme of the Rural Higher Education and suggest ways and means for improving its working. The Committee has completed its deliberations and has pleasure in submitting the Report for the consideration of the Council.

2. The Committee is deeply grateful to the Secretaries of the State Education Departments and the Vice-Chancellors with whom very useful discussions were held and to the Directors and other authorities of the Rural Institutes for the cooperation they extended to the Committee.

3. The Committee places on record its appreciation of the assistance given by Shri R. S. Chitkara, Deputy Educational Adviser and Dr. S. Nagappa, Assistant Educational Adviser in the Ministry of Education and Youth Services at all stages of its work. The Committee is thankful to the Secretariat for providing the necessary help.





सत्यमेव जयते

## CHAPTER I

### Introduction

The National Council for Rural Higher Education at the meeting held in November, 1967 resolved that a Committee consisting of the following be appointed:—

- (i) Shri G. Ramachandran, M.P.,  
Honorary Director,  
Gandhigram Rural Institute,  
Gandhigram.
- (ii) Shri D. P. Singh,  
Vice-Chancellor,  
U.P. Agricultural University,  
Pantnagar.
- (iii) Shri T. S. Avinashilingam,  
Honorary Director,  
Sri Ramkrishna Mission Vidyalaya Rural Institute,  
Coimbatore District.
- (iv) Shri K. Kelappan,  
(Formerly Vice-Chairman, Governing Body,  
Rural Institute, Thavanur),  
Gandhi Kendram,  
Thavanur.
- (v) Shri K. L. Bordia,  
(Formerly Director,  
Udaipur Rural Institute),  
Chairman,  
Board of Secondary Education,  
Government of Rajasthan, Ajmer.
- (vi) Dr. P. D. Shukla,  
Joint Educational Adviser,  
Ministry of Education and Youth Services.

### Terms of Reference

2. The terms of reference of the Committee were:—

- (i) to review the progress of the scheme of Rural Higher Education, and
- (ii) to suggest ways and means for improving its working, so that the objectives for which it was started may be achieved.

3. The Review Committee took note of the views expressed by the Chairman and members of the National Council for Rural Education at the meeting of the Council held in November, 1967. At this meeting, an important item for consideration related to the review of the scheme of rural higher education. In the discussions, members referred to several drawbacks in the working of the scheme which had no doubt been started with very laudable objectives. It was remarked that while it was extremely difficult to conduct schools and colleges and other experiments in rural areas, the Rural Institutes were putting up an earnest struggle to do the job. During the past few years, the rural institutes were continuously turning in the direction of the universities with the result that the original objectives of the scheme had become dim. It was being increasingly realised that if the rural institutes had to approximate more and more to the traditional universities and their products had also to compete with the graduates of those universities, there was hardly any justification for continuing these institutes.

4. One great difficulty that the Rural Institutes had to face was the fall in enrolment which was mainly due to the shrinkage of employment opportunities in rural areas and the restrictions on the admission of diploma holders of Rural Institutes to post-graduate courses in Universities. Teachers were not happy in working in rural areas where the conditions of life were more difficult, and compensations in the form of attractive salary scales were not available.

5. The Committee has also been aware of the fact that the scheme of rural higher education was started as an experiment, and it was time that the experimental stage was ended and a

definite pattern of rural higher education evolved. Since the rural institutes were started, certain other developments have taken place in the country, which are bound to have their effect on these institutes. These are:—

- (a) Agricultural extension has taken root and this work is now being done by the agricultural universities/colleges;
- (b) The establishment of agricultural universities has to a certain extent overshadowed the Rural Institutes;
- (c) The social outlook in independent India has changed. The villagers do not want to have any distinction between a rural area and an urban area, particularly in the field of education. They want to serve both in towns and in villages; and
- (d) The Central Government cannot continue to look after this type of education without the consent and cooperation of the State Governments.

6. There was, therefore, a clear need for a critical appraisal of the whole scheme by the present Committee.

#### **Procedure Adopted by the Committee**

7. The Committee held seven meetings, 8th January, 24th January, 27th March and 25th and 26th April, 1968; 16th January, 25th & 26th March, 1969 and 6th June, 1969. At the first meeting Shri G. Ramachandran, M.P., was elected as Chairman of the Committee. The Committee took note of the available information regarding the Rural Institutes and defined a programme of action. It was decided that the views of the Directors of the Rural Institutes as also of students, who had passed out of the rural institutes from each course during the last 5 years and secured 1st and 2nd positions, be invited through suitably drafted questionnaires. The questionnaires which were finalised at the second meeting of the Committee held on 24th January, 1968 were sent to the Directors (or Principals according to the Institutes) of the Rural Institutes with the request to send in their replies after full and formal discussion with their staff.

The questionnaires intended for the students were also sent to the Directors/Principals for onward transmission to students for return direct to the Ministry.

8. Replies were received from the Directors/Principals of all the Rural Institutes. 183 replies were received from the students; 16 in Post Diploma Courses; 3 in Diploma in Rural Services (Education) Course; 80 in Diploma in Rural Services, 27 in Diploma in Civil and Rural Engineering, 38 in Agricultural Science Course, and 19 in Sanitary Inspectors Course.

9. At the third meeting held on 27th March, 1968, the Committee considered the replies received from the Directors of the Rural Institutes and the students. Further examination of the replies and discussions were continued at the fourth meeting held on 25th and 26th April, 1968. At this meeting the Committee also considered notes on:—

- (a) the aims and objectives of the rural institutes;
- (b) system of examinations conducted by the National Council for Rural Higher Education, the difficulties encountered and suggestions; and
- (c) two notes prepared by Shri T. S. Avinashilingam, (a member of the Committee) on (i) ways and means of improving the present working of the scheme of rural higher education and (ii) the provisions of the Jawaharlal Nehru University Act in so far as they had relevance to the Rural Institutes and their future development.

10. At the 5th meeting held in January 1969, the Committee desired that members may visit some Rural Institutes in order to have a close look at their functioning. Accordingly, some members of the Review Committee visited, in February, 1969, the Rural Institutes at Richpuri, Coimbatore, Indore, Gandhigram, Thavanur and Udaipur and during these visits held discussions with Dr. A. L. Mudaliar, Vice-Chancellor, Madras University, Shri Meenakshisundaram, Vice-Chancellor, Madurai University, Dr. G. S. Mahajani, Vice-Chancellor, Udaipur University; Dr. T. Pillai, Dean of the Kerala University; Shri S

Krishnaswami, Education Secretary, Tamil Nadu; Shri K. S. Shankaranarayan, Education Secretary, Kerala; Shri J. S. Mehta, Education Secretary, Rajasthan; Shri K. C. Pant, Deputy Secretary, Education Department, U.P. and Director of Public Instruction, Bhopal and District Education Officer, Indore.

11. At the 6th meeting held in March, 1969, the Committee examined the reports on the visits and discussions and decided on the general outline of the draft Report and the recommendations. At its seventh meeting in June 1969, the Committee considered the draft report in the light of the comments received from some of the members and decided the lines on which the report be finalised on the basis of the agreed recommendations.



## CHAPTER II

### A Review of the Present Position

The Scheme of Rural Higher Education may be traced to the recommendation made by the University Education Commission (1949), which, while considering the problem of higher education for rural areas, emphasised the need for a general advancement of rural community through a system of rural colleges and universities. A team of experts sponsored by the Ministry of Education studied the working of the Danish Folk High Schools and Colleges in 1953. In 1954 a Rural Higher Education Committee was appointed by the Ministry of Education with the following terms of reference:—

- "(a) To undertake a comprehensive survey and appraisal of promising ideas, institutions and experiments in the field of Higher Education in rural areas;
- (b) to determine what specific projects and institutions should be encouraged to carry on experimental work in this field;
- (c) to recommend a possible pattern for rural universities with particular reference to :
  - (i) the aims, organisation and content of Higher education in rural areas;
  - (ii) its relationship to Basic and Secondary education;
  - (iii) other allied problems; and
- (d) to suggest ways and means of making education in the existing universities more useful and more closely related to rural needs and problems

so that a sound and reasonably uniform system of Rural Higher Education suited to our needs and resources may be evolved for the whole country."

2. This Committee submitted its report in 1955 and recommended the establishment of Rural Institutes or Institutions of Higher Learning which could give to the rural youth "that training and skill which would make them effective leaders of the

community". In 1955, a Conference of the representatives of the Central and State Governments approved the main recommendations of the Report of the Rural Higher Education Committee. In 1956 the Government of India selected the following existing Institutions which had done pioneering work in the field of education to set up Rural Institutes.

These were:—

1. Balwant Education Society (Bichpuri)
2. Gandhigram (Madurai).
3. Jamia Millia Islamia (Delhi)
4. Lok Bharati (Sanosara)
5. Ramakrishna Mission Vidyalaya (Periyanaickapalayam)
6. Sarvodaya Mahavidyalaya (Turki)  
(now in Birouli)
7. Shivaji Education Society (Amravati)
8. Vidya Bhawan (Udaipur)
9. Viswa Bharati (Shantiniketan)
10. Mouni Vidyapeeth, Gargoti.

3. In 1956; the National Council for Rural Higher Education with the Union Education Minister as the Chairman, was constituted to advise the Government on all matters concerning the development of rural higher education in the country and to conduct examinations for the courses approved by it.

The Rural Institute at Shantiniketan was absorbed with Visva Bharati University and has since ceased to have a separate existence. In 1958, the Karmaveer Hire Rural Institute was set up at Gargoti (Maharashtra) and in 1959 the Kasturba Rural Institute, Rajpura (Punjab) came into existence. The Rural Institutes at Hanumanamatti and Wardha were established in 1961; the Kasturbagram Rural Institute, Indore, and the Rural Institute, Thavanur were set up in 1963.

#### **Number of Institutes**

4. At present there are fourteen Rural Institutes functioning in different parts of the country. Details regarding year of

establishment, courses offered, number of students on roll, etc., are given in Appendix I.

### Courses of Study

5. The National Council for Rural Higher Education has so far approved the provision of the following courses in the Rural Institutes:—

- (i) Preparatory Course (Usually of one year duration; 2 years at Thavanur);
- (ii) Three-year Diploma Course in Rural Services;
- (iii) Three-year Diploma Course in Rural Services (Education);
- (iv) Three-year Diploma Course in Civil and Rural Engineering;
- (v) Two-year Certificate Course in Agricultural Science;
- (vi) Two-year Post Diploma Course in Rural Sociology and Community Development;
- (vii) Two-year Post Diploma Course in Rural Economics and Cooperation;
- (viii) One-year Sanitary Inspector's Course; and
- (ix) One-year Advanced Course for Health (Sanitary) Inspectors.

6. The Preparatory Course—as the name indicates—prepares students for admission to the Diploma in Rural Services Course.

7. As regards the number of courses offered it is seen that One Institute offers 5 courses, three Institutes offer 4 courses, four Institutes 3 courses, three Institutes 2 courses and the remaining three only one course. The Rural Services Diploma course is offered by all the Institutes, except Sanosara, which has facilities only for a Certificate Course in Agricultural Science. Five Institutes have provision for Post-Graduate Diploma Courses—two in Rural Economics and Cooperation and three in Rural Sociology and Community Development.

#### (i) *Diploma in Rural Services*

This course is of three years' duration after the higher secondary examination. Its object is to produce better citizens

and progressive villagers who will provide leadership so essential for development work in the rural areas. This Diploma has been recognised by the Government of India and all the State Governments as being equivalent to the first degree of a university for the purpose of employment under them. But the Inter-University Board and the Universities have granted it recognition only for a few post-graduate courses and even this partial recognition has been hedged in with a number of restrictions and limitations.

*(ii) Diploma in Rural Services (Education)*

This concurrent course in general education and teachers training is of three years' duration after the higher secondary examination and is being offered by the Karmaveer Hire Rural Institute, Gargoti. This course is intended to train better teachers for the higher secondary schools in rural areas, with a sound knowledge of pedagogy. The State Government of Maharashtra has recognised this course as equivalent to B.A., B.T. for the purpose of employment as teachers in secondary schools and as Assistant Deputy Education Inspectors.

*(iii) Post-Diploma in 'Rural Economics and Cooperation' and in 'Rural Sociology and Community Development'.*

Each of these courses is of two years' duration and is meant for higher specialised studies in these subjects for holders of the Diploma in Rural Services. These Diplomas have been recognised by the Government of India and most of the State Governments as equivalent to Master's degree, except for teaching jobs.

*(iv) Diploma in Civil and Rural Engineering*

This course is of three years' duration for students who have passed the Matriculation examination with science subjects and is intended to produce fullfledged overseers in Civil engineering, with emphasis on rural health engineering, rural water supply and rural housing, and to develop a practical appreciation for rural extension service among the engineering personnel employed in rural development projects. This diploma

has been recognised by the All India Council for Technical Education. The centrally-administered territories and most of the State Governments have also recognised this Diploma for recruitment to subordinate posts under them.

Five out of 9 Rural Institutes which conduct this course have already been affiliated to the concerned State Board of Technical Education and the remaining are taking action in this regard.

#### *(v) Certificate in Agricultural Science*

This course is of two years' duration for matriculates (and those having equivalent qualification) with science subjects. The aim of this course is to give the students a better command of the fundamental processes in agriculture and vocational efficiency. Most of the State Governments have recognised this Certificate for employment under them as Gram Sewaks, Demonstrators, Fieldmen, Agricultural Sub-Overseers, Field Agricultural Assistants and Farm Managers.

#### *(vi) Sanitary Inspectors' Certificate*

This course is of one year's duration for matriculates with science subjects and is meant to train personnel specially equipped for rural environmental sanitation work. Most of the State Governments have recognised this Certificate for employment as Sanitary Inspectors.

#### *(vii) Advanced Course for Sanitary Inspectors*

This course is of one year's duration and is meant for imparting higher training to the personnel employed in the Health and Sanitation Departments of the State Governments.

### **Financial Assistance**

8. The Rural Institutes receive Central grants @75% of non-recurring and 50% of recurring (75% for Post-Diploma Courses) of approved expenditure. The balance is met by grants from the State Governments or from their own resources. The Jamia Rural Institute is financed by the Central Government on 'cover-the-deficit' basis. The non-recurring grants are meant to meet

the expenditure on purchase of land, construction of buildings and for purchase of equipment, library books, furniture, etc. The Central Government also gives grants on a 100% basis for award of stipends to 20% (additional 5% for girls in Preparatory and Rural Services Courses) of the students on rolls in each class.

Upto 1968-69 grants totalling Rs. 3.57 crores (Rs. 1.71 crores recurring and Rs. 1.86 crores non-recurring) have been given by the Central Government. The Institution-wise details are given in Appendix II. The provision for 1969-70 is as follows:—

*Plan:* Rs. 8.72 lakhs:

*Non-plan:* Rs. 17.50 lakhs and Rs. 81,500 for direct expenditure on examination and meetings of National Council for Rural Higher Education and its Standing and other Committees and Seminars.

#### Number of Students on Rolls

9. The enrolment in the Rural Institutes during the Third Five Year Plan period and thereafter was as follows:—

1961-62	..	..	..	..	..	2,347
1962-63	..	..	..	..	..	2,780
1963-64	..	..	..	..	..	2,893
1964-65	..	..	..	..	..	3,269
1965-66	..	..	..	..	..	3,619
1966-67	..	..	..	..	..	3,953
1967-68	..	..	..	..	..	4,117
1968-69	..	..	..	..	..	3,566

The course-wise details about the enrolment are as follows:—

		1966-67	1967-68	1968-69
(i) Rural Services	..	1,168	1,458	1,620
(ii) Civil and Rural Engineering	..	1,150	1,084	860
(iii) Agricultural Science	..	676	617	410
(iv) Sanitary Inspectors Course	..	88	94	64
(v) Advanced Course for Health Inspectors	..	25	12	14
(vi) Rural Services (Education)	..	21	33	44
(vii) Post Diploma in Rural Sociology and Community Development	..	54	35	32
(viii) Post Diploma in Rural Economies and Cooperation	..	17	20	21
(ix) Preparatory	..	745	764	701
		3,953	4,117	3,566

Excluding the Preparatory Course, nearly 90 per cent of the total enrolment is in the Rural Services, Engineering and Agricultural courses. In the Rural Services Diploma, the enrolment has increased from 1,458 in 1967-68 to 1,620 in 1968-69. The enrolment in the Civil and Rural Engineering Course and Agricultural Science Course has decreased during this period from 1,084 to 660 and 617 to 410 respectively. The decrease in Engineering Course was probably due to less demand for engineering personnel.

10. Some of the Rural Institutes continued to run courses with less than 10 students in each class during 1967-68. The lowest enrolment was in Post-Graduate Diploma course in Rural Economics and Cooperation at Balwant Vidyapeeth Rural Institute, Bichpuri—with an enrolment of 3 in the 1st year and 2 in the second year. Kasturbagram Rural Institute, Indore had 4 students in Preparatory course. The Rural Institute, Hanumanamatti had 8 students each in one year Diploma in Rural Services and Civil and Rural Engincering. Vidya Bhawan Rural Institute, Udaipur had only 9 students in M.A. (Sociology) course. Balwant Vidyapeeth Rural Institute, Bichpuri had only 3 students in Economics, 7 in Sociology and 9 in Village Industries and none in Home Science Group of the Rural Services (first year) and Gandhigram Rural Institute had 8 students in Village Industries Group (one year Diploma in Rural Services).

11. The enrolment position has also not been satisfactory during 1968-69. The Rural Institutes at Bichpuri and Rajpura could not admit students to their post-graduate course. The Rural Institute, Wardha, had to close the Preparatory course for want of students. In the DRS and Agriculture courses, this Institute could admit only 9 and 13 students respectively. The Rural Institute, Indore has only 10 students in Preparatory course. The Bichpuri Rural Institute could admit only 7 students in the DRS Course.

12. Upto 1966-67 of the 14 Institutes, 4 had registered a decrease in the enrolment during the preceding three years. These were Jamia (from 222 to 214), Birouli (from 155 to 149).

Bichpuri (from 277 to 265) and Hanumanamatti (from 179 to 63). The enrolment at the Hanumanamatti and Bichpuri Rural Institutes further decreased to 31 and 234 respectively in 1967-68. During 1968-69 the distribution of the Institutes according to enrolment was as follows:—

Less than 100	..	..	..	..	(3)	3
Between 100 and 200	..	..	..	..	(1)	3
Between 200 and 300	..	..	..	..	(4)	2
Between 300 and 400	..	..	..	..	(2)	4
Between 400 and 500	..	..	..	..	(2)	1
Between 500 and 600	..	..	..	..	(1)	1
Between 600 and 700	..	..	..	..	(1)	..

(Figures in brackets relate to 1967-68.)

### Teacher-Pupil ratio

13. The low enrolment has brought the teacher-pupil ratio to an uneconomic level. For all the Institutes taken together the ratio was 9:4 in 1967-68 as against 1:8 during 1966-67 (compared to an average of 1:18 in Arts and Science Colleges). The corresponding figures for different Institutes were:

	1967-68					
Gandhigram	..	..	..	..	..	.. 1 : 9
Jamia	..	..	..	..	..	.. 1 : 7
Udaipur	..	..	..	..	..	.. 1 : 6
Birouji	..	..	..	..	..	.. 1 : 15
Bichpuri	..	..	..	..	..	.. 1 : 5.5
Coimbatore	..	..	..	..	..	.. 1 : 10
Sanosara	..	..	..	..	..	.. 1 : 7
Gargoti	..	..	..	..	..	.. 1 : 12
Amravati	..	..	..	..	..	.. 1 : 12
Rajpura	..	..	..	..	..	.. 1 : 11
Wardha	..	..	..	..	..	.. 1 : 7.6
Hanumanamatti	..	..	..	..	..	.. 1 : 2
Indore	..	..	..	..	..	.. 1 : 4.4
Thavanur	..	..	..	..	..	.. 1 : 10

The course-wise teacher-pupil ratio in the six Rural Institutes visited by the Committee is as under:—

*Bichpuri*

(i) Post graduate course	..	..	..	..	..	} 1 : 3·4
(ii) Rural Services Course	..	..	..	..	..	
(iii) Preparatory course	..	..	..	..	..	} 1 : 6·4
(iv) Engineering course	..	..	..	..	..	

*Coimbatore*

(i) Post-graduate course	..	..	..	..	..	1 : 4
(ii) Rural Services course	..	..	..	..	..	1 : 16
(iii) Engineering course	..	..	..	..	..	1 : 12
(iv) Agricultural Science Course	..	..	..	..	..	1 : 16

*Gandhigram*

(i) Post-graduate course	..	..	..	..	..	1 : 2
(ii) Rural Services course	..	..	..	..	..	1 : 8
(iii) Agricultural Science course	..	..	..	..	..	1 : 15
(iv) Sanitary Inspectors Course	..	..	..	..	..	1 : 5
(v) Advanced Course for Health Inspectors	..	..	..	..	..	1 : 26

*Indore*



Rural Services Course	..	..	..	..	..	1 : 5
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*Thavazur*

(i) Rural Services Course	..	..	..	..	..	1 : 18
(ii) Sanitary Inspectors Course	..	..	..	..	..	1 : 4
(iii) Engineering Course	..	..	..	..	..	1 : 5
(iv) Agricultural Science Course	..	..	..	..	..	1 : 6

*Udaipur*

(i) Post-graduate course	..	..	..	..	..	} 1 : 10
(ii) Three-Year Degree course in Agriculture	..	..	..	..	..	
(iii) Three Year Degree course in Science	..	..	..	..	..	
(iv) Engineering Course	..	..	..	..	..	1 : 6

### **Per Capita Expenditure**

14. On the basis of the information furnished by the Rural Institutes, the average per capita expenditure in 1968-69 was :

	Rs.
(i) Post Diploma course .. .. .. .. ..	2,652.40
(ii) Rural Services course .. .. .. .. ..	905.00
(iii) Agricultural Science course .. .. .. .. ..	1,079.00
(iv) Sanitary Inspectors course .. .. .. .. ..	1,957.50
(v) Civil and Rural Engineering course .. .. .. .. ..	1,345.00
(vi) Advanced course for Sanitary Inspectors .. .. .. .. ..	4,727.00
(vii) Rural Services (Education) course .. .. .. .. ..	608.00

(Please see appendix III for details)

### **Candidate-Examiner Ratio**

15. The low enrolment in most of the courses has inevitably resulted in unduly, in some cases very high, candidate-examiner ratio. The following figures show the position in the Annual examination held in April, 1968 :

Name of the course	No. of students	No. of Examiners	Ratio <sup>1</sup> (Candidate : Examiner)
1. Diploma in Rural Services (Education) .. ..	(22) 33	(25) 26	(1 : 1) 1 : 8
2. Post-graduate Diploma in Rural Economics and Co-operation .. ..	(14) 17	(39) 39	(1 : 2.8) 1 : 2.3
3. Post-Graduate Diploma in Rural Sociology and Community Development .. ..	(36) 23	(39) 46	(1:1.7) 1:2
4. Diploma in Rural Services .. ..	(480) 487	(106) 114	(1 : 0.22) 1:0.23
5. Diploma in Civil and Rural Engineering .. ..	(326) 347	(51) 31	(1:0.15) 1:0.1
6. Certificate course in Agricultural Science .. ..	(350) 390	(41) 36	(1:0.12) 1:0.10
7. Certificate in Sanitary Inspectors course .. ..	(89) 94	(25) 25	(1:0.27) 1:0.27
8. Advanced course of Sanitary Inspectors .. ..	(26) 8	(11) 10	

(Figures in brackets relate to 1967).

16. One of the aims of the Rural Institutes is to train rural youth for careers in the development programmes of the Central and State Governments. On the recommendation of the National Council for Rural Higher Education (September, 1967) a Job Potentially Committee was constituted which drew up lists of different jobs in which the products of the Rural Institutes could be appropriately absorbed. The Committee observed that the main difficulty was that the products were not being employed in the jobs for which they were specially trained. The National Council for Rural Higher Education awarded only diplomas/certificates; and even though the Diploma in Rural Services was recognised as equivalent to the first degree of Indian Universities by the Central Government and most of the State Governments, the holders of this Diploma were still not able to get appropriate jobs as degrees were in actual fact valued more than diplomas in the country. The employment opportunities for the holders of the Rural Services Diploma had never been bright. In some States the abolition of certain categories of posts like Social Education Officers and Cooperative Inspectors had further curtailed the field to absorb the products of these Institutes.

17. Inspite of these handicaps 84% students of the post graduate courses, 68% of the Rural Services course, 99.8% of the Civil and Rural Engineering Course, 79% of the Agricultural Science course and 88.5% of the Sanitary Inspectors Course students passing out of the Rural Institutes have been employed.

### **Organisation**

18. The Central Government bears the main responsibility for the organisation of the rural institutes and their financing. The National Council for Rural Higher Education is the main advisory body on all matters concerning the development of the rural higher education in the country. It is assisted by a Standing Committee at present consisting of 8 members. The policy decisions are taken by the National Council, and ad hoc committees, visiting committees etc. are appointed for examining particular aspects or for developing new courses. The National

Council has been meeting generally annually; the Standing Committee as often as necessary.

19. The National Council conducts examinations on an all-India basis and awards diplomas and certificates.

20. A Master Plan for the development of the rural institutes was drawn up some time ago. The Master Plan lays down the norms for various items of expenditure (recurring and non-recurring) admissible to the rural institutes.

21. The National Council is assisted by Boards and Faculties set up for the purpose in respect of each course. The following are now functioning:—

1. Board of Studies for Diploma in Rural Services.
2. Board of Studies for Diploma in Civil and Rural Engineering.
3. Board of Studies for Agriculture Science Course.
4. Board of Studies for Sanitary Inspectors Course.
5. Faculty Committee for Post-Graduate courses.
6. Faculty Committee for Diploma in Rural Services (Education).

22. The Boards and Faculty Committees are entrusted with the work of looking into the syllabus and the scheme of examination, curriculum etc. of the courses, their standards and for prescribing the necessary reading material. Revision of syllabus is undertaken, whenever necessary.

23. At the State levels, similar Councils were envisaged by the Rural Higher Education Committee, but no such bodies are functioning at present.

24. The pattern of internal organisation of the rural institutes was recommended by the Rural Higher Education Committee which laid emphasis on the Governing Body, whose duty was "to bring together the combined wisdom of its members for the effective determination of the Institute's policy". The rural institutes have Governing Bodies, which exercise powers such as appointment of staff, scrutinising the annual budget

estimates and the consideration of audit reports and conduct of internal administration. Till recently the governing bodies were also entrusted with the selection and appointment of the Directors of the rural institutes with the approval of the National Council. Since 1966, however, the National Council for Rural Higher Education has taken the decision that the Directors be selected by a Committee consisting, among others, of two representatives of the Council, one representative of the Governing Body of the Rural Institute and one or two experts. Under this new procedure so far Directors have been selected for Amravati and Udaipur Rural Institutes. The Committee notes that an incumbent has to be selected for the Gargoti Rural Institute.

The Director is the administrative head of the rural institute; the usual arrangement is to have a Deputy Director wherever there is an Honorary Director. At present honorary directors are in Bichpuri, Coimbatore and Gandhigram. Indore and Wardha have only Principals. Usually there is a Principal incharge of each course. The teaching staff, their qualifications and strength have been enumerated in the Master Plan. The Master Plan, however is being suitably revised. In the institutes where the extension programme has developed heads of Extension Departments have been appointed. Research work is looked after by a member of the teaching faculty who is designated 'Coordinator of Research' and is helped by a full-time Research Assistant.

25. All the rural institutes are run by voluntary educational organisations which are registered societies.

26. At Amravati, Gandhigram and Udaipur Rural Institutes Production-cum-training centres are functioning to provide rural youth with opportunities for earning while learning and to wean them away from the tendency to seek white collar jobs after the completion of their education. The major share of expenditure i.e. machinery and equipment expenditure on initial training of the students and on managerial staff is met by the Ministry of Industrial Development. The Ministry of Education has provided funds generally not exceeding Rs. 1 lakh

for buildings. The functioning of the present units and results achieved by them are being assessed by a Committee set up by the Ministry of Industrial Development.

### C.O.P.P. Report

27. The scheme of Rural Higher Education was studied by the Committee on Plan Projects in 1963 and its Report on Rural Institutes gives details regarding the working and also the impact of the institutes on the rural economy. Its observations and on-the-spot studies left the Committee in no doubt about the utility of the scheme of the rural institutes. It felt that only a limited number of Institutes widely scattered were much too small an experiment. It however recommended certain improvements in courses and curricula and was of the view that in the future planning of a rural institute, to be done in consultation with the State Governments, the need to cover coastal areas and hilly tracks should also be noted. The Committee was of the view that so long as the rural institutes are in their experimental stage, the Central Government may bear the full financial responsibilities. Ultimately, however, the major financial responsibility must rest on the States.

### The UGC Committee

28. A Committee appointed by the University Grants Commission to consider the scope and standard of education imparted in the rural institutes (which met in 1964) came to the conclusion that it would be desirable to help the rural institutes in the experiment they have been doing so far; that these institutes should not function in isolation from the general stream of higher education and that they should be helped in their progress by bringing them within the community of universities and their affiliated institutions and establish inter-communication between the rural institutes and the universities. The Committee considered the fact that the rural institutes had special features in their programmes for higher education in the rural areas and had developed over the years new techniques of teaching and studying rural problems through extension programmes and village works which are an integral part

of the course of study. It was, therefore, necessary to strengthen these institutes through the establishment of special courses of study and provision of equipment and laboratory facilities.

29. The Committee of the University Grants Commission also made recommendations regarding the future of the rural institutes. It suggested that the existing rural institutes may be given the option to join either the proposed Institutes to be deemed as Universities or the existing university in the neighbouring area. They could also be given the option to secure recognition and affiliation for their technical education courses with the State Boards of Technical Education. It recommended that 2 or 3 of the existing rural institutes may be selected and be given powers to affiliate the existing institutes as constituent units and that with the advice of the University Grants Commission, the Government may consider deeming the selected institutions as universities under section 3 of UGC Act, 1956.

#### **The Recommendation of the University Grants Commission**

30. In 1966, the University Grants Commission considered report of its Committee (under the chairmanship of Dr. Mahajani) appointed to look into the proposal of the Government of India for deeming the three proposed zonal institutions of rural higher education as universities at Bichpuri, Coimbatore and Gandhigram and decided that these three institutes had developed to such a level that with certain improvements effected in their standards and some essential additions to their facilities, they could, in the near future, be granted the status of deemed universities. The National Council for Rural Higher Education having accepted this recommendation, the University Grants Commission appointed an Expert Committee which looked into the organisational set-up of these three Rural Institutes and made recommendations with regard to the improvements that may be necessary in standards and facilities.

31. The University Grants Commission at its meeting held in September, 1966 resolved that the Central Government be advised that the three Rural Institutes be deemed as Universities under section 3 of UGC Act. The matter was taken up

with the concerned State Governments. The Government of Uttar Pradesh, while agreeing to the proposal, in principle, for award of 'deemed' status to Rural Institute, Bichpuri, expressed its inability to extend any financial assistance to the proposed 'deemed' university. The Rural Institute has also been unable to locate funds for meeting the non-Central share of expenditure on the proposed 'deemed' university. The Government of Tamil Nadu has not agreed to the proposal, in principle, for deeming the two Rural Institutes i.e., Gandhigram and Coimbatore, as universities. The State Government also expressed its inability to extend financial assistance to these Rural Institutes.



## CHAPTER III

### **An Analysis of the Replies to Questionnaires**

#### *The Views of the Directors*

The analysis of the replies received from the Directors/Principals of the Rural Institutes to the Questionnaire I revealed a clear picture regarding the present state of affairs in the Rural Institutes.

#### **Aims and Objectives**

2. From the replies received from the Directors/Principals of the Rural Institutes, it is found that the objectives enumerated in the Report of the Committee on Rural Higher Education (the Shrimali Committee) generally hold good even today. The objectives have been further elaborated in certain cases. For example the views of Dr. Dean Smith have been reiterated, viz.,

- (a) to provide higher education to the rural youth in a rural setting and inculcate in him a spirit of service to the community and sympathy for the rural way of life;
- (b) to develop a pattern of education comparable in standards to other universities, but oriented to the rural conditions and needs;
- (c) to serve as an Extension agency and cultural centre for rural folk generally. The Rural Institutes have a three-fold function-education, research and extension.

3. The suggestions from the Udaipur Rural Institute are:

#### *Broad Aims*

- (a) to provide courses in higher education suited to rural needs.
- (b) to serve the rural community in their neighbourhood.
- (c) to undertake research in rural problems.

*Operational Objectives*

- (a) to run under-graduate or post-graduate courses leading to degrees or diplomas in Humanities, Social Sciences, Science Education, Technology, Agriculture, Health and Sanitation and other fields of knowledge,
- (b) to organise vocational courses for training rural youth in agriculture, agro-industries and crafts,
- (c) to train village youth in civic responsibility, Panchayati Raj, Family Planning, healthy living, etc.,
- (d) to provide an extension service in agriculture, animal husbandry, dairying, poultry farming, health and sanitation, school improvement, adult education,
- (e) to undertake research in rural problems specially with a view to helping the rural community to solve their problems. This research should enrich the teaching programme and provide an empirical base for extension activities.

4. The rural institutes have achieved varying degrees of success in realising the aims and objectives set out in the scheme of Rural Higher Education. The Sanosara Institute has fairly succeeded and the Gandhigram Institute has largely succeeded in achieving these objectives. The other Institutes have partially succeeded, due to various difficulties. Hanumanamatti has been unable to accomplish the objectives to an encouraging extent.

5. The main difficulties faced by the Amravati Institute are lack of proper avenues of employment to students, absence of special preference to the products of the rural institutes, and lack of expert personnel. Diploma holders in Civil and Rural Engineering are given a lower start than those of the Government polytechnics. The employment potential of Certificate holders in Agricultural Science has suffered a set-back.

6. The Rajpura Institute has a net work of small industrial units which provides gainful employment. The Diploma holders however, are not given equal status in employment outside.

7. Birouli, Rajpura and Udaipur Institutes have emphasised the need for wider recognition by the employing agencies and for organisation of vocational courses. (Thavanur Institute suggests that rural institutes should orient their training programmes towards self-employment) and effective extension and research programmes relating to teaching-cum-research-cum-extension programmes to rural life and needs), provision of sufficient finance and assistance to maintain adequately the rural orientation in syllabus and programmes. The Gandhigram Institute has stated that the major obstacle is the poor socio-economic development of the rural area and consequent decrease in the employment opportunities and has suggested that the rural institutes should develop under-graduate programmes in pure science and technology which have direct reference to the socio-economic development of the area.

#### **Changes Necessary in the Administrative Structure**

8. Coimbatore, Birouli and Hanumanamatti Institutes have suggested that the National Council may be replaced by a National University of Rural Higher Education to which the rural Institutes could be affiliated. The Rural Institutes may also be affiliated to the nearby Agricultural University in which case the National Council may be an advisory body. The Rajpura Institute makes a similar proposal, as also the creation of zonal universities or deemed universities. The Thavanur Institute suggested that the question of bringing all the rural institutes under a Central university may be examined. Udaipur Institute has recommended that the rural institutes be made autonomous colleges under the National Council or the regional university and has pleaded for effective representation of the teachers of rural institutes in the bodies concerned with curricula and the conduct of examination.

9. Birouli, Gargoti and Wardha Institutes have suggested formation of State Councils for Rural Higher Education. Gargoti recommends that each rural institute should have its own Academic Council, Board of Studies, etc. Gandhigram has suggested that at the local level there should be a Dean of Students and Heads of Departments for each Faculty; at the national

level there should be a body to lay down broad general principles allowing sufficient autonomy to the institutes regarding programmes.

### **Courses of Study, Curriculum, etc.**

10. The general suggestion is that the agricultural course should be upgraded to the degree level. The Thavanur Institute, however, recommends a three-year diploma course and the formation of State Boards of Agricultural Education to which at a later date the agricultural courses could be affiliated. The Coimbatore Institute recommends that courses of study may be redesigned in consultation with the respective State Governments; Gargoti and Gandhigram suggest that the syllabi should be oriented to rural needs and to the demands of the various development programmes, degrees instead of diplomas should be awarded in respect of courses corresponding to degree courses. The Birouli Institute recommends provision for Honours teaching.

11. Gandhigram recommends post-graduate courses in behavioural sciences, demography, etc. Gargoti recommends that Community Development and Extension should be linked to the subject covered. The Udaipur Institute recommends that post-graduate courses in Agricultural Economics, and Rural Sociology should be started in a few more institutes; examination of possibilities of developing research facilities leading to Doctorate and starting of teacher training courses for graduate teachers and matriculates in some more rural institutes. The institute also recommends that (a) the third language should be dropped; (b) optional groups should have four subjects instead of three; (c) papers emphasising rural aspects should be introduced, and (d) the subject 'Community Development and Extension' should be renamed as 'Rural Society and its Problems' and provide a strong orientation in agriculture in rural life.

12. Gargoti and Gandhigram recommend examination at the end of each year of the Diploma in Rural Services Course. Hanumanamatti recommends more weight to be given in examination to investigations and project reports.

13. On the question of language teaching there have been a few suggestions. Gargoti suggests that the English course should be left to the Institutes to be framed suitably. Gandhigram suggests that learning of languages should stop with the first year, other core subjects with the second year and electives be kept for the third year. Thavanur Institute suggests the continuance of the three language formula and that the standard in Malayalam and Hindi in the Diploma in Rural Services Course be made equivalent to that of the degree course of the Kerala University.

14. Gandhigram has suggested that the syllabus of the Diploma in Rural Services should be broad-based and the textbooks in languages should be those in use in the university in the area. Thavanur has suggested the inclusion of Botany and Zoology as optional subjects in the Diploma in Rural Services (General education group); Malayalam and Hindi language and literature as optional subjects in Humanities group; and that major industries be taught in all the rural institutes and that standing committees be set up for curriculum reconstruction.

15. Gandhigram has suggested that each institute may get its educational programmes assessed by the University of the area for purposes of standards, equalisation etc.

#### **Impact Made by the Rural Institutes**

16. The Rural Institutes have, within the facilities available, made efforts to make an impact on the nearby rural areas. The work has been done in the Extension Departments at the Rural Institutes at Amravati and Gargoti. The Gargoti Institute is stated to be essentially rural in character and functioning. The Birouli Institute has, in cooperation with other local authorities, helped in the improvement of sanitary conditions, establishment of cooperative industries, parent teacher association, etc. At Coimbatore, the work in the School of Agricultural Engineering and Rural Higher Education related to campus, development of agriculture, health, cooperation, starting of night schools, tackling rural problems like water-supply and roads, popularisation of green manure plants, etc. The impact of Gandhigram Rural Institute on the nearby areas is seen by improved health,

literacy, higher income of agriculturists and an awareness of the happenings in and around the country. The Institute has taken up intensive agricultural improvement work in two villages, improvement of sanitary conditions and dietary habits, establishment of cooperative societies, adult schools, child welfare programmes and has helped the backward classes. Hanumanamatti, however, has not been able to undertake any activities due to administrative and financial difficulties.

17. The Udaipur Institute has provided practical training in agriculture and extension development service coupled with social education programmes for the adjoining areas. The Institute has developed programmes in agricultural extension, strategic in-put service, field advisory training service and short-term courses for village youth and also extension activities in rural sanitation and school health service programme.

18. Thavanur secured the State 'best village' award. The Agricultural Faculty organised a farm as a model centre for demonstration of modern agricultural practices and to popularise the use of fertilizers. Extension work has been done by the Sanitation Faculty and surveys have been conducted by the Rural Services and Engineering Faculties.

19. Generally the Institutes have emphasised the need for adequate provision for continuance and development of extension service.

### **Employment of the Products of the Rural Institutes**

20. The products of the Indore Institute have not found any difficulty in obtaining employment. Most of the products of the Rajpura and Sanosara Institutes have been able to find proper employment in the agencies engaged in rural work. Others have proceeded for higher studies.

21. The general feeling, however, is that the employment possibilities are becoming difficult. Gandhigram, Thavanur and Wardha have stated that the products of the Institutes do not get employment in the type of jobs for which they have been trained.

22. In Maharashtra, the products of the agricultural school are preferred. While there is no agricultural college near about Wardha, nevertheless, those who have been unemployed have been stated to be about 45. At Gargoti the products of 1967 about 18, and at Amravati about 138 have not been employed (except those passing in Diploma in Rural Services with Public Administration group).

23. At the Coimbatore Institute, some holders of DRS (Cooperation) and M(Cooperation) have been able to get suitable employment but this is not the case with those passing DRS (Social Education) and (Administration) because of the recruitment policy of the State Government and misgivings of students that the Diploma is of a lower standard. The number who are unemployed from among those who passed from this Institute are estimated at 93. The corresponding figures for the other Rural Institutes are: Birouli—47, Gandhigram—49, Hanumanamatti—9, Jamia—3, Thavanur—105, Udaipur—40. At the Udaipur Institute, apart from the products of the Civil Engineering department and the Sanitary Inspectors, where the position was comparatively better so far, the employment position for others has not been very hopeful. The expected opportunities in the community development areas have not materialised.

24. The suggestions made by the Rural Institutes are—

- (i) Rural Institutes should secure affiliation to local or regional universities;
- (ii) A favourable decision regarding recognition should be obtained from the Inter-University Board;
- (iii) State Governments and employing agencies should recognise the special features of the 'Rural Services course and give preference for employment in development departments and as teachers in rural schools;
- (iv) Avenues of employment in Cooperative Departments and Village Industries should be explored and preference should be given to diploma holders for certain employments;

- (v) State and Central Governments should specify job requirements through employment exchange and mass communication media;
- (vi) Societies of qualified engineers should be organised to take up PWD work now given to contractors.

### **Recruitment and Retention of Qualified Teachers**

25. The staff at Birouli are qualified and there is no problem of frequent changes. Coimbatore and Thavanur Institutes have been able to attract and retain qualified teachers in certain subjects. At the Coimbatore Institute there have, however, been frequent changes; it has been difficult to get lecturers and demonstrators in science subjects. Thavanur finds it difficult to fill posts of a Health Officer and lecturer in Extension and Agricultural Engineering.

26. The main difficulties faced by the Rural Institutes in this regard have been the non-implementation of the UGC pay scales, limited chances of promotion, non-sanction of DA at the Government rates and absence of post-graduate facilities for graduates of Rural Institutes. The suggestions made by the Rural Institutes in this connection include—

- (i) Improvement of salary scales to the level of UGC rates;
- (ii) Creation of senior posts such as senior lecturerships, readerships, etc.;
- (iii) Effective participation of the teaching faculty in the academic bodies of the National Council for Rural Higher Education; and
- (iv) Provision of suitable residential accommodation to teachers (Hanumanamatti and Thavanur Institutes find this most urgent).

### **Physical Facilities for Extension and Laboratory Work**

27. Amravati, Coimbatore, Gandhigram and Thavanur have sufficient physical facilities in extension. These are mostly adequate in the Rural Institutes in the Civil Engineering departments. At the Birouli Institute, facilities are said to be not

adequate. At the Gargoti Institute the DCRE laboratories need to be improved. Hanumanamatti has no physical facilities for extension and laboratory work. The Jamia Rural Institute could not organise any extension service. At Rajpura and Udaipur Institutes, the facilities are not adequate in the rural services (science) department and for extension work. The Wardha Institute feels the need for facilities such as soil-testing laboratory, mechanised agricultural implements, etc., and that the Master Plan be suitably amended.

28. The other needs referred to by the Rural Institutes include increased recurring grants for agricultural extension and adult education work and for provision for increasing the staff, like organiser in extension.

#### **Provision of Matching Contribution**

29. Amravati, Sanosara and Thavanur Institutes have been obtaining the State Governments' matching share and have not experienced any special difficulties. Rajpura and Thavanur, however, have referred to the need for release of funds in time by the State Government. The Coimbatore Institute has so far been able to meet the deficit from endowments. This Institute and Gandhigram have been getting only Rs. 15,000 from the State Government but have no assurance on the grants being continued; Gandhigram has suggested Central financial assistance 'on-cover-the deficit' basis. Gargoti feels that increased commitment cannot be met with increased fees. Hanumanamatti has had administrative and financial difficulties. The Udaipur Institute did not have any difficulties till the current year. The State Government has now stopped the grant for the sanitation course and for the DRS (Science) course. In the case of the Wardha Institute, the management is finding it difficult to meet the counterpart share of 25 per cent. The Institute has desired that a production-cum-training centre be started to make the Institute self-sufficient.

#### **Research Programmes Undertaken by the Institutes**

30. Except Hanumanamatti all the Institutes have undertaken research programmes of varying degrees. Coimbatore has completed, since 1962-63, 80 research projects and general

studies and 4 post-graduate studies are in progress. Six research projects have also been conducted in the School of Engineering. The Gargoti Institute has undertaken socio-economic surveys. Gandhigram has brought out 11 research publications including socio-economic surveys. Sanosara has undertaken projects and experiments to increase production of fruits; also studies in Animal Husbandry and some socio-economic surveys. Thavanur has undertaken socio-economic surveys as part of the curricular studies. The Udaipur Institute has in operation three socio-economic studies; two studies have been completed. At the Wardha Institute, a study has been made of hybrid Jowar.

31. Short-term courses are offered by the Rural Institutes at Amravati, Coimbatore, Gandhigram, Indore, Rajpura and Sanosara. The Amravati Institute gives practical training in the engineering workshop and proposes to introduce short term courses in the maintenance of motor pumping sets and oil engines and courses in power spraying and dusting. At the Coimbatore Institute, six month courses have been arranged in automobile servicing engineering, tractor servicing and driving. Gandhigram organised courses for young farmers, courses for village leaders in public health and courses for women in women and child welfare, kitchen garden etc. The Indore Institute has been organising 5-7 day youth Mahila camps.

### Suggestions

32. Suggestions were invited from the Rural Institutes. The main points made by them are as follows—

*Amravati*—The grants should be regularly released: pay-scales need to be revised; suitable staff should be provided for research and extension department; provision should be made for sabbatical leave for staff and for periodical inspection.

*Birouli*—There should be uniformity in staff salary scales; provision of higher training facilities to teachers (e.g. NCERT, IIPA, Institute of Community Development); organisation of refresher and short-term courses for administrative officers posted in rural areas.

*Coimbatore*—Short courses should be introduced in agricultural farm management, cooperation, rural industries and in engineering for rural youth and farmers; a soil testing laboratory should be set up. Rural Institutes should be made responsible for extension work in the areas covered by the Blocks.

*Gargoti*—To develop into a ‘deemed’ university; the Institute proposes to start post-graduate course in Rural Sociology and Community Development and Home Science group and Public Administration group under the Diploma in Rural Services Course.

*Rajpura*—The Rural Institutes should be broad-based.

*Sanosara*—State Councils for Rural Higher Education should be set up; Provision of suitable finance should be made; More subjects should be offered. There should be better coordination among Rural Institutes.

*Thavanur*—The three Rural Institutes to be given the ‘deemed’ status may be permitted to affiliate other Rural Institutes; All Rural Institutes should have adequate staff and financial grants. Grants to the Rural Institutes may be enhanced, particularly to expand extension work.

*Udaipur*—To improve enrolment, the National Council should make an all-India advertisement for admission to different Rural Institutes stating the courses run, facilities provided and financial assistance available.

*Wardha*—State Councils for Rural Higher Education should be set up. Rural Institutes should be upgraded to the university status or a corporate body set up affiliating Rural Institutes and awarding degrees. The National Council should have State Governments’ representative on it. The Council should be strengthened by the appointment of a whole-time secretary.

*Replies Received from the Students*

33. In all 183 replies were received from the students to Questionnaire II; 16 of the Post-diploma courses, 3 of the Diploma in Rural Services (Education), 80 of Diploma in Rural Services, 27 of Diploma in Civil and Rural Engineering, 38 of Agricultural Science course and 19 of Sanitary Inspectors Courses.

34. The Committee notes with pleasure that, by and large, the comments of the students have been favourable. Their general observation and suggestions are summarised as follows—

*(a) Diploma in Rural Services*

This is the course which has attracted a large number of students. The students have stated that the subjects studied for the course have been helpful. Their suggestions are—

1. The syllabus on the university pattern should be followed;
2. The curriculum should include the training imparted at the State Cooperative Training Institute;
3. Syllabus in English should be more comprehensive (Some feel that the burden of English should be reduced);
4. Public examinations should be conducted every year;
5. More stress should be laid on practical training and provision made for study tours;
6. Students should be deputed to Block areas to work with the authorities;
7. For purposes of improving the employment prospects a degree should be awarded as the diploma is underrated by employing agencies. The scheme of rural higher education should be given wide publicity; and
8. Opportunities for higher education should be made available.

(b) *Diploma in Rural Services (Education)*

The students have stated that no one was admitted in M.A. or M.Ed. by the universities. They have also stated that the standard of science subjects is poor and that provision for practical work in science subjects is not adequate.

(c) *Diploma in Civil and Rural Engineering*

The students have emphasised the need for proper text books, opportunities for graduate education and the up-gradation of the course to a degree standard.

(d) *Post-Diploma in Rural Economics and Cooperation*

- (1) The rural institutes should get university status;
- (2) Subject content needs to be reviewed;
- (3) Facilities for research should be made available; and
- (4) Suitable jobs in cooperative departments should be provided to the diploma holders.

(e) *Post-Diploma in Rural Sociology and Community Development*

- (1) The universities should admit post diploma holders for higher studies;
- (2) A degree should be awarded after completion of the course;
- (3) There is need for integration of extension and research with education; and
- (4) Provision should be made for suitable employment opportunities.

(f) *Sanitary Inspectors Course*

The students have noted that proper text books are not available and have emphasised the need to extend the duration of the course for 2 years and to provide for study tours.

In this course those who have jobs in line with their training numbered 18. Corresponding figures for the other courses are—

Agricultural Science .. .. .. ..	14
Diploma in Civil and Rural Engineering .. ..	18
Diploma in Rural Services .. .. ..	31
Diploma in Rural Services (Education) .. ..	3
Post Diploma in Rural Sociology and Community Development .. .. .. ..	7
Post Diploma in Rural Economics and Cooperation..	3

35. Of the 183 students who replied to the questionnaire 137 are employed. Of these, 82 (60%) are employed in rural areas.



## CHAPTER IV

### Recommendations

On the basis of the material recorded in the earlier chapters, visits to some of the Rural Institutes, and discussions with some of State Government representatives and University Vice-Chancellors, the Committee wishes to make the following recommendations:

#### I. AIMS AND FUNCTIONS

2. The Committee has considered the aims and objectives as enumerated in the Report of the Committee on Higher Education for rural areas. It has noted that during the last 10-12 years, during which these rural institutes have been functioning, the situation in the rural areas has not substantially changed. Problems like lack of educational facilities, poverty, malnutrition, etc. have remained. Nevertheless, there has been a general awakening in the masses, as also a growth in their understanding of the problems. It will be unrealistic to insist that all those who had education in the rural institutes should settle in rural areas. For that purpose, proper conditions have to be created and they are not there now. The problem of rural higher education is intimately connected with the development of the rural economy and this growth of understanding should impinge on the approach to the problems of rural higher education.

3. There will be differences in the needs and problems as between the rural and urban areas. The academic standards, however, should be high and at par with those of other colleges and universities in the area. While aiming at academic excellence, rural higher education should attempt to integrate theory with practice and underline work experience, so that the students are found suitable for jobs and also be able to establish themselves as self-employed farmers and agricultural engineers and others.

4. Rural Higher Education should also be comparatively inexpensive from the point of view of the students. As it is, even though the cost to the Exchequer is of a high order, the

scheme has helped the students to obtain education at a reasonable expenditure.

5. The Committee feels that while generally the objectives stated in the Report of the Rural Higher Education Committee hold good even today, these, however, need to be specifically stated in order to clearly define the role of the Rural Institutes in the National Educational System. The villages are definitely on the march. The community projects, national extension services and other programmes as also the work of the Rural Institutes in their areas have generated a growth in understanding of the problems among the rural population and facilitated a greater awareness of the happenings in and around the country.

6. The aims, objectives and functions of the Rural Institutes should reflect these vital changes. These may be stated as under—

#### *Broad aims*

- (i) To provide courses in higher education specially suited to rural needs; and short courses of varying duration in certain fields of special relevance to the rural population.
- (ii) To undertake problem-oriented research in the fields in which the Rural Institutes provide courses of study.
- (iii) To serve the rural community through extension education by the application of scientific knowledge and techniques to the rural problems.

#### *Functions*

In accordance with the above, the functions of the Rural Institutes may be stated as follows—

- (i) To provide under-graduate and/or post-graduate courses leading to degrees/diplomas in Humanities, Social Sciences, Natural Sciences, Technology, Agriculture, Health and Sanitation and other fields of knowledge.
- (ii) To organise vocational courses of varying duration for training rural youth in Agriculture, Agro-industries and Crafts.

- (iii) To train village youth in civic responsibility, Panchayati Raj, Family Planning, healthy living, Cooperation and other relevant fields.
- (iv) To provide facilities for conducting research in rural problems relevant to the courses organised by the particular Institutes.
- (v) To provide extension services in agriculture, animal husbandry, dairying, poultry farming, health and sanitation, school improvement, adult education, etc.
- (vi) To organise activities in the areas of youth welfare, women's programmes, etc., which are relevant to the aims and objectives of the Rural Institute, in order to serve the neighbouring community.

## II. ADMINISTRATIVE STRUCTURE

7. The Committee has considered the comments and suggestions of the Directors of the Rural Institutes, and notes that the administrative structure will have to be examined at three levels—

- (i) Institutional level;
- (ii) State level; and
- (iii) All-India level.

At the institutional (internal) level the Committee feels that no radical change in the existing structure of administration is necessary and that the present arrangement should continue with minor modifications as required in individual circumstances.

8. The Committee is of the view that the concerned bodies in the rural institutes have worked well and generally speaking the apparatus of the administration has stood the stress and strains. A difficulty that the administration faces is the question of getting necessary financial assistance from the State Governments and providing counterpart funds out of the internal resources.

9. At the State level, the Committee notes the recommendations made by some of the Rural Institutes to the effect that there should be State Councils for Rural Higher Education with

suitable State Government representation. The Committee also takes note of the fact that although the Rural Institutes are what can be called National Institutions in the sense of catering to persons from all parts of the country, by and large, the students are drawn from the area in the State and immediate neighbourhood. Such students who pass out of a Rural Institute would normally seek employment in the State. The Rural Institutes have to cater to their needs and in view of the regional languages getting importance, groups of institutions in a particular State will have a separate complexion and hence a suitable machinery should be set up to bring the Rural Institutes in closer contact with the State Government concerned. The State Governments will also have to take a greater interest in the concept of rural higher education and particularly in the field of social education and teacher training.

10. The Committee has also considered in detail the suggestion as to whether the National Council for Rural Higher Education could be registered as an autonomous body. No doubt, if it is registered, some of the difficulties regarding examinations can be solved. The difficulty, however, may arise that when it becomes an autonomous body; the UGC, the IUB, the Universities and other bodies might require a fresh examination of the question of recognition of the degrees/diplomas awarded by it. That is to say, the process of recognition may have to be gone through all over again.

11. At the national level, the committee feels, that if the different patterns of future development of Rural Institutes (as discussed later) are evolved, the constitution of the National Council for Rural Higher Education, the machinery for examination, etc., need to be examined carefully. In any case, it would be desirable to have on the National Council one or two nominees as representatives of agricultural universities in India.

12. The National Council for Rural Higher Education should be reconstituted and reorganised to function more efficiently and effectively. The reconstituted Council should be in a position to strengthen and improve the rural institutes in every way. Steps should be taken to establish close liaison among the rural

institutes so that they can work together for the common purpose of taking higher education to the doors of the rural people.

We have now an officer of the status of Assistant Educational Adviser in charge of the work of the Council. The status of the official holding this charge should be that of a Deputy Secretary or even that of a Joint Secretary. Within the last few years quite a number of Assistant Educational Advisers have come and gone with the result that the continuity of work has been affected. This should be avoided in future. The officer concerned should be assigned this work for a period of at least five years.

### III. ENROLMENT

13. From the statistical details it is seen that upto 67-68 there has been a slight increase in enrolment from 2347 in 1961-62 to 4117 in 1967-68. The enrolment in 1968-69 was 3566. However, it cannot be stated that the Institutes have had an optimum enrolment in order to fully utilise the resources of staff and equipment with the consequent increase in the per pupil cost which has ranged from Rs. 608 (Education course) to Rs. 4,727 (Advanced course for Health Inspectors). The small number of candidates appearing in some of the courses has also made the conduct of the examinations costly and to a certain extent uneconomical. For example, in a recent examination, for 1,401 candidates 121 question papers were printed and over 400 moderators and examiners had to be appointed. The Committee, therefore, feels that the Rural Institutes should adhere to a minimum enrolment and take effective action towards economy in expenditure. A circular was issued by the Ministry of Education in 1967 communicating the decision of the National Council that the Rural Institutes should not start any subject or group unless the minimum enrolment is 10 in the subject or in each of the subjects under the group. Nevertheless the practice of admitting smaller numbers seems to have continued and the courses have become uneconomical, as irrespective of the enrolment the minimum staff and equipment have to be provided.

There is, therefore, a need for a clear enunciation of the policy regarding minimum enrolment. The Committee, accordingly, feels that the previous decision of 10 students per subject

should be strictly adhered to and any reason for decrease in the number in the middle of the course should be checked and closely gone into. In such a case the students should be adjusted in other optional groups. No change in the subject should be allowed after the first 3 months and no change permitted at any time if, as a result, it reduced the enrolment to below 10.

14. The Committee also notes that a Working Group set up by the Standing Committee of the National Council has examined this question. In the light of these, the committee recommends as follows—

15. A Rural Institute should have on its roll a minimum of 200 students.

16. The minimum enrolment will be counted as on 31st August, and if on that date, the enrolment in any subject in any class falls below the prescribed minimum teaching in that subject in that class should be stopped. Before 15th September, each year, the Institutes should report to the Ministry the enrolment position. However, if the students are undergoing training in the 2nd and 3rd years, the staff for 2nd and 3rd years will continue. While the sanction for the 1st year will be considered as not operative due to low strength, the Institute will continue to have permission to admit students for the 1st year in subsequent years subject to the same conditions. If for 3 consecutive years, the admission strength is not of the minimum, as prescribed above, the permission for the continuance of the course will be considered as having lapsed.

17. Normally, the maximum strength of one class should be 40 and ordinarily when the strength reaches 50, the class may be bifurcated, but the maximum strength before bifurcation should not exceed 60.

### **Preparatory Course**

18. The minimum enrolment in Preparatory course should be 20.

### **Diploma in Rural Services Course**

19. It is necessary to insist on a minimum enrolment of 12 students for an elective subject in the 1st year class of the DRS course. If the enrolment goes down to less than 10, as on 31st August, the teaching of the subject should be discontinued and the students adjusted in the other optional group/subject. Again, if after 31st August the enrolment in first year of DRS goes below 10, for one reason or the other the causes thereof should be investigated fully and the students should be adjusted as far as possible in other subjects. No change of subject should be allowed after 3 months from the beginning of the year and no change should be allowed at any time, if, as a result, the enrolment in the subject is reduced to below 10.

20. In sanctioning new groups in the Diploma in Rural Services course, in future, in the Rural Institutes, special care should be taken to ensure that normally not more than 5 groups exist in one Institute.

### **Diploma in Rural Services (Education)**

21. The minimum enrolment should be twenty.

### **Post-diploma Courses**

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22. In the case of post-diploma courses, the enrolment in the beginning of the academic year should not be less than 5. The course should be stopped if the enrolment falls short of 5, subject to the same conditions as in the Diploma in Rural Services Course.

### **Agricultural Certificate Course**

23. The minimum enrolment for the Agricultural Certificate Course should be more than that for the Diploma in Rural Services Course; the minimum enrolment should be 20. The class could be bifurcated to 2 divisions when the strength reaches 50. For practicals, the classes should be split into small convenient groups of 15 to 20.

### **Diploma in Civil and Rural Engineering Course**

24. The minimum enrolment in the Diploma in Civil and Rural Engineering Course should be 12 and the maximum 30.

### **Sanitary Inspectors Course**

25. The minimum enrolment should be 20.

### **Advanced Sanitary Inspectors Course**

26. The minimum enrolment in this course should be 10.

27. The Committee strongly commends the above guide lines for the earnest consideration of the National Council for Rural Higher Education.

## **IV. TEACHING OF ENGLISH AND REGIONAL LANGUAGE**

28. The problem of teaching of English and Regional language seems to be coming up frequently. The Committee wishes to make the following comments.

29. The candidates of the rural institutes take a common examination conducted by the National Council for Rural Higher Education. The medium of examination is English in 5 out of 8 courses. In the remaining 3, it is English or the regional language. Regional language is taught as one of the subjects in the diploma in Rural Services Course. Two rural institutes, which asked for one more regional language to be taught, have been permitted to teach one more regional language. Thus, at Gandhigram both Tamil and Malayalam are offered as regional languages. At Rajpura, Hindi and Punjabi are taught as regional languages.

30. The question of English has also been raised by some institutions in Maharashtra. Gargoti, for instance, has stated that among the Core subjects, English has become a trouble spot in several of the institutes, the reason being the varying standards in different States. It is stated that in Maharashtra students, who are studying in the rural institutes, have learnt English only for 4 years in High Schools whereas in some other States, they have learnt for a much longer duration. The

standard expected and the text books prescribed are, however, the same, which might be unfair to such candidates. Gargoti Institute has therefore, suggested that the English course should be left to the individual Rural Institute or organised on a Statewise basis.

31. The Rural Institute at Indore suggested that English should be retained only as an optional subject and not as a compulsory subject in the diploma in Rural Services Course. The National Council for Rural Higher Education, at its meeting held in November, 1967, resolved that English should continue to be a compulsory subject in the Rural Services Diploma Course. It was, however, agreed that Paper II (English Literature) should be made optional. The Council desired that further details in this connection may be worked out by the Board of Studies. The above decision was taken in the interest of maintenance of standards as well as to lessen the burden of English on the students in the rural institutes, particularly, in the States where the universities have switched over to the regional languages.

32. As a follow up of the National Council's decision, the Faculty Committee for English, which met in 1968, recommended that in view of the all India character of the rural institutes and the need for maintaining parity with the universities, it was essential that the standard of English in the rural institutes should not be lowered and that English (both Papers I and II) should continue to be compulsory for all the students.

33. The Standing Committee of the National Council for Rural Higher Education at its meeting in April 1968 also considered the proposal against the compulsory teaching of Hindi in the rural institutes located in the non-Hindi areas, and was of the view that in the National Institutions both English and Hindi are expected to be studied. The scheme of rural higher education, being a part of the National system, will have to provide for both these languages and that the rural institutes should continue with the present three language formula irrespective of the practices of the State Governments in this regard.

34. The Committee has also noted that the question was discussed by the Board of Studies for DRS course, at its meeting held in February, 1969. The Board noted that even when the work is done in the Regional Languages, the creative stage of writing in the Regional Languages will have to be reached, particularly, in the field of science, before the switch over is effected. The present decision, therefore, should remain till then. It would not be feasible to cut oneself off from the comprehension of English and English thinking. It was agreed that with the provision of Paper I as compulsory, it was desirable that in the interest of general advancement, Paper II in English should be taken by the students; otherwise a regional language paper may be worked out in consultation with the Universities and the Central Institute of English. The work of preparing the syllabus in the regional languages would be a long-drawn out affair but should be done as early as possible. In the meantime, Paper II in English, as Core subject, may continue.

35. Taking all the above developments into consideration the Committee feels that the present practice with respect to teaching of languages in the Rural Institutes should continue for the present and any special issue raised by any Rural Institute should be considered on merits by the National Council for Rural Higher Education.

## V. COURSES OF STUDY, CURRICULUM, ETC.

36. The Committee has noted that the points made by the rural institutes on courses of study and curriculum relate to the technical and academic matters and recommends that the suggestions for improvement and modifications of the curriculum, courses of study, etc. be referred to the relevant Board of Studies and Faculty Committees for detailed examination.

37. The Committee further makes the following general recommendations.

38. The rural institutes should offer at least three courses out of the following—

- (i) DRS.
- (ii) DRS (Education)
- (iii) Diploma in Civil and Rural Engineering.
- (iv) Post-Diploma Course.
- (v) Agricultural Certificate Course.
- (vi) Sanitary Inspectors' Course.
- (vii) Advanced Course for Sanitary Inspectors.

39. It will be open to the rural institutes not to run the preparatory course.

40. The preparatory course, which was framed about 10 years back, should be suitably modified in the context of the courses of study for the Diploma Course in Rural Services. A small committee with representatives of some of the rural institutes offering the course should go into this matter.

41. The introduction of new courses by the rural institutes should be taken up after a full assessment of the need and the demand for such course(s) and provided the required facilities are available.

42. The Committee notes that the question of the 3-year condensed degree course in Agriculture has been under consideration of the National Council for some time and that the Standing Committee of the National Council at its meeting held in April, 1968, recommended that the proposal to upgrade the present course to a 3-year condensed degree course need not be pursued. The Review Committee agrees with the suggestion. It notes that the main point which weighed with the Standing Committee related to the limited employment opportunities.

43. The Committee, however, is very much aware of the fact that in an institute of rural higher education, a degree course in agriculture is highly desirable. But such degree courses are very costly and would need provision of suitable equipment, extensive land, water and other facilities. Hence

1966-67; 33 in 1967-68 and 44 in 1968-69. The Committee notes that the National Council for Rural Higher Education had desired that the question of the duration of this course should be examined by the Faculty Committee. The Faculty Committee should examine it quickly.

53. The Committee has examined the proposal received from the authorities of the Karmaveer Hire Rural Institute regarding the provision of post-graduate course in Education. The point made by them is that the G.K. Institute of Rural Education which is on the campus prepares students for post-graduate degrees in Education by research. The Institute can for instance, send students to M.Ed. and Ph.D. of the Shivaji University by thesis. But the minimum qualification for admission to M.Ed., is B.Ed. university degree. If the students of the Karmaveer Hire Rural Institute have to go for M.Ed., they have to first get admission for B.Ed., complete the course and then go in for the M.Ed. But the Shivaji University has not equated the DRS (Education) course for admission to B.Ed. and as such these students will have to pass the M.A. examination, then get admission to B.Ed. and after completing the B.Ed., go in for M.Ed.

54. The Committee has examined the entire question and feels that for the present the post-graduate course in education need not be introduced. It will be necessary in the first instance to stabilise, so far as standard and duration of the DRS (Education) course are concerned.

## VI. EXTENSION AND RESEARCH

55. The *Extension work* at the Rural Institutes cannot be a regulatory function i.e., checking of fertiliser, seeds etc. or giving financial assistance, rendering service like veterinary aid and vaccination, unless specially equipped to do so. The extension work should mainly relate to the application of scientific knowledge and techniques to the rural problems. The activities may in this connection include youth clubs, adult schools, women's programmes and the like mainly directed towards educating the rural community to adopt latest techniques, and scientific ideas in the field.

56. The Committee agrees with the view that extension work in the rural institutes should be educational in content. Deficiencies in physical facilities, although they may be due to a variety of reasons, should no longer be allowed to continue. The greatest handicap which tends to perpetuate the deficiencies is lack of appreciation on the part of the authorities of the true significance of the extension work done by the rural institutes. The Committee members discussed this important aspect of extension work with the Directors of the rural institutes they visited. The Committee suggests that the Ministry of Education and Youth Services should seriously examine the position and provide for suitable teaching-cum-field Supervisory Staff, buildings and equipment. A note regarding requirements in this regard is appended to this Report.

57. The Committee wishes to emphasise the need that teaching should be closely related to *research* and extension so as to facilitate an integrated approach to rural problems. Research provides extension with the necessary data while extension furnishes research with its substance. Extension, to be fruitful, should be helped by research into problems relating to the health and nutrition of the rural community, family planning, the social aspects, economic problems like marketing, cost of living, price levels etc. There is a need for the continued pursuit of activities of this type in spheres such as health and hygiene, educational, sociological and cultural aspects of the life of the rural community.

58. The Research projects should be mainly restricted to the areas in which there are higher courses and should be problem-oriented. It is equally important that the results of research should be quickly made available to all the other Rural Institutes to facilitate cross-fertilisation of ideas, feed back and further improved work in the field based on experience thus gained.

59. The extension departments of the rural institutes should be in close liaison with similar departments of the neighbouring university so that they can undertake jointly-sponsored projects, which would make the resources of the university available to the rural institutes. It is no doubt very essential that

these cooperative ventures should be carefully planned. The Rural Institutes could be recognised by the university authorities as a centre for research work.

60. As and when Rural Institutes develop their departments, more facilities, including finance, should be provided for extension and research work.

## VII. TEACHERS: SALARY SCALES AND FACILITIES

61. The recruitment and retention of qualified teachers is a pressing problem, so far as the rural institutes are concerned. From the replies received from the rural institutes, it is seen that it has been generally difficult to recruit and what is more important to retain, qualified teachers. The main difficulty has been the fact that their salaries do not approximate to those drawn by the teachers with similar qualifications in the nearby colleges and the universities.

62. The Committee attaches great value to the necessity to improve the salary scales and allowances of teachers at the Rural Institutes. The Committee strongly urges that the priority in the allocation of funds under the scheme of Rural Higher Education should in the next few years, be on the improvement of the salaries of teachers in the Rural Institutes. The Committee is convinced that the revision of salaries would not amount to a heavy burden on the exchequer.

63. The teachers in the rural areas have to serve without the usual amenities of city life and in order to retain those who are qualified, their salaries and dearness allowance should be at least equal to those obtaining in the affiliated colleges in the State. The principle should be recognised by which an increase in salaries and dearness allowance in the affiliated colleges of the State would be applicable at par to the teachers of the Rural Institutes, provided the same standards and qualifications are maintained. Such a parity in salary will also give an equal status to the teachers of the Rural Institutes.

64. The following scales, which are 4th Plan scales recommended by the UGC should be made immediately applicable to the staff of the post-graduate and DRS courses provided the

posts have been duly approved. (The Committee notes that a Working Group set up by the Standing Committee of the National Council for Rural Higher Education on high level staff in the Institutes has also recommended on these lines).

Director ..	Rs. 800—50—1,250 (in rural institutes having post-graduate course(s)).
Principal ..	Rs. 700—40—1,100 (in other rural institutes).
Reader in the post-graduate course ..	Rs. 700—40—1,100 (limited to 25 per cent. the approved staff strength).
Senior Lecturer ..	Rs. 400—30—640—40—800 (limited to 25 per cent. the approved staff strength).
Lecturer ..	Rs. 300—25—600.
Demonstrator/Tutor ..	Rs. 250—15—400.

65. All employees of the rural institutes should be eligible to the Dearness Allowance on the same basis as admissible to the employees of the State Government concerned

66. The Teaching Staff should be provided with suitable residential accommodation on the campus.

### VIII. LIBRARY

67. A good library is an asset to any institution and more so to a rural institute which is charged with the extra responsibility of extension and research into the problems of the rural community. The contents of the library of a rural institute, therefore, have to be planned carefully and additions should be made according to the local needs.

68. The present position regarding the libraries in the rural institutes varies from institution to institution. Some have good stock of certain subjects. It is, however, necessary that there should be a minimum level of stock below which no institution should be permitted to come down. The Committee feels that a minimum financial assistance of Rs. 5,000 per institute should be given as a recurring grant to the rural institutes. The rural institutes on their part have to explore possibilities of (1) providing mobile libraries to help the local people to have an

interest in reading (2) conducting adult education classes and (3) making the people library-minded if possible by adjusting the library working hours.

## IX. EMPLOYMENT OF THE PRODUCTS OF THE RURAL INSTITUTES

69. The employment of the products of the Rural Institutes requires special consideration. Originally they were trained for employment in the Community Development department. But with the change of recruitment policy in the States, employment has suffered. From the replies available it would seem that unemployment is looming large for these students, but statistics do not show that unemployment is very much larger amongst them than amongst the Arts graduates of traditional universities. The fear expressed in the replies to the questionnaire is psychological born out of the non-recognition of the DRS Diploma as a degree, especially in science courses which are not recognised as eligible for post-graduate courses. It should however be recognised that the products of the rural institutes have helped the rural society by means of extension work which has made an impact on the rural community. Irrespective of the employment which they have been compelled to take due to a variety of reasons, they are well-trained to serve the rural community.

70. Till a foreseeable future the major part of the country's population will continue to live in the village or the rural areas which may perhaps also be distantly situated from large-scale industries. There is a need to establish closer links between the rural and urban communities and to open up new avenues of gainful employment and congenial living for the generation that has been or is going through a course of study. Indian agriculture is now on the verge of a breakthrough which has been achieved as a result of introducing modern techniques into the rural economy. Fertilisers and insecticides, tractors and pumps—the new links between industry and agriculture—have a great potential for future growth. Our young men should explore the possibilities of setting up new distributive agencies in the rural

and semi-urban areas. Larger demand from rural areas can also give a new impetus to industrial growth with prospects of larger employment. Small scale industries which are oriented to the consumer especially in lines like light engineering and other goods which the rural market would absorb, have possibilities in rural areas.

71. Some years back, the Job Potentiality Committee set up by the National Council for Rural Higher Education examined the various avenues of employment for the products of the rural institutes. It is necessary to pursue this and impress on the State Governments the need to give preference to such trained personnel in rural development work. The Committee also feels that a complete appraisal of the employment possibilities should be undertaken. Such an appraisal will help to identify fields in which the avenues are limited. It would then be worthwhile to review the courses with a view to effecting necessary changes or modifications in content, so that the employment potential could be increased. Each Rural Institute should, therefore, undertake a survey of employment possibilities in the region, so as to increase the employment potential. The Central Government should also undertake this task at its own level.

72. From the details furnished by the rural institutes it is seen that there is need for an effective follow-up work in order to obtain the particulars of employment of all the students completing the courses. The Committee would like to emphasise the need for each rural institute to maintain a reliable and upto-date record of the employment position of its products.

73. The Committee notes that particularly in the field of co-operation, the students at the rural institutes study at advanced level all the papers that are taught in the Cooperative Training Centre; they undergo practical training and also undertake a project study. Similarly those studying 'Village Industries' would be having a certain training very valuable to the rural community. The Committee, therefore, recommends that avenues of employment in Cooperative departments and Village Industries should be explored and preference be given to the Diploma holders in certain employments.

74. In competitive Departmental examinations subjects like cooperation, community development, panchayati raj and agricultural economics should be included.

75. The State Governments and employing agencies should recognise the special features of the Rural Services course and give preference to candidates so qualified in employment in rural developmental departments and as teachers in rural schools.

76. The employing agencies, governmental and non-governmental should also be fully involved in ascertaining the suitability of the syllabus and modifying it and the training techniques, wherever necessary in the areas of cooperation, public administration, village small scale industries, etc.

77. The course in Agriculture should be suitably oriented to equip students to settle down as progressive farmers.

78. New courses should be introduced or new optionals should be allowed in the rural institutes only after taking into consideration the possible employment potential for the products of the rural institutes who would be completing the particular course.

79. In order to make the holders of Post-graduate diplomas eligible for teaching posts in colleges in the discipline related to their courses the Inter-University Board and/or individual universities should be approached for securing the necessary equivalence.

80. Necessary guidance and advice and facilities such as allotment of land, grant of loans by Cooperative Banks should be given to holders of DCRE and DRS and those specialising in Cooperation and Village Industries to organise themselves into societies, so that they could take up public work department assignments which are now given to the contractors.

81. A suggestion has been made for the setting up of production-cum-training centres of the type which are already functioning at Amravati, Gandhigram and Udaipur. In this connection it may be mentioned that a Committee appointed by the Ministry of Industrial Development, Internal Trade and Company Affairs (Department of Industrial Development) recently

reviewed the working of the production centres at Amravati, Gandhigram and Udaipur. It is of the opinion that a sufficient number of students could utilise the facilities provided at these centres if they could use them for additional practical training. The Committee felt that any future programme of instituting such Production Centres should be left to the Ministry of Education and Youth Services in the light of the experience so far gained in the working of these centres. In view of the difficulties referred to by the Committee relating to utilisation of machinery to their full capacity, marketing arrangements etc. it is advisable to defer any proposal to set up new centres and concentrate instead on the strengthening of the existing centres on the lines indicated in that Committee's report.

## X. THE FUTURE STATUS

82. The experiment of Rural Institutes during these years has revealed an important fact that apart from the traditional universities and colleges in the cities, the rural areas need to be catered to by specially designed institutions of the type of rural institutes which, while providing the advantages of liberal education, have woven into the fabric of the system an extensive emphasis on extension and research. The rural institutes have, by and large, made honest attempts to achieve the objectives set before them. The extension programmes are becoming broad-based providing to the students practical training in extension, and imparting the techniques and methods of social and educational research.

83. The educational programmes in the rural institutes should however, be geared more fully to the problems and requirements of the rural areas. While maintaining the academic standards the rural institutes should be helped to develop under-graduate and graduate programmes, which have direct reference to and bearing on the social and economic development of the rural areas.

84. Having reviewed the situation regarding the progress made by the rural institutes since their establishment the Committee feels that serious consideration has to be given to the lines

on which these rural institutes should progress henceforward. The following criteria will have to be strictly observed and adhered to by the rural institutes:—

- (i) Each Rural Institute should offer a minimum of three courses.
- (ii) The minimum enrolment in a Rural Institute should be 200 students.
- (iii) The teacher-pupil ratio should be reasonable; for DRS 1:15 would be desirable, but even 1:10 should be considered as an acceptable and irreducible minimum. Similarly a reasonable teacher-pupil ratio (as would be recommended for instance by the relevant Boards of Studies or Faculty Committees) should be considered and adhered to in the case of the other courses.
- (iv) The campus facilities and amenities including hostel buildings and staff quarters should be adequate in each Rural Institute.
- (v) The impact of the extension work of the Rural Institute on the neighbouring area should be such as to enable the community to advance educationally and economically.

#### **Affiliation To A Neighbouring University**

85. While the majority of the rural institutes have not changed their status, that is to say, have continued to function under the aegis of the National Council for Rural Higher Education and provided the courses approved by it, two Institutes have, with the approval of the National Council come into a functional relationship with the university in the area. It may be recalled that the committee appointed by the University Grants Commission to consider the scope and standard of education imparted in the Rural Institutes in its Report (1964) recommended *inter-alia* that the Rural Institutes may be given option to join one of the universities in the neighbouring areas. The Rural Institutes were addressed to ascertain their views in this regard. The Udaipur Rural Institute got affiliated to the University of Udaipur. The Jamia Rural Institute merged its DRS course with the Jamia Millia Islamia.

86. Recently the Kasturbagram Rural Institute has proposed to affiliate itself to the University of Indore, and has been in touch with the University authorities. In the course of the visit to the Indore Rural Institute the Committee had discussions with the Vice-Chancellor of Indore University in this regard. It is learnt that the proposal to affiliate the Rural Institute to the Indore University has been processed through the Executive Council of the University and a Visiting Committee will examine the courses and formulate definite recommendations.

87. The Wardha Rural Institute has also proposed to affiliate the Rural Services Course to the Nagpur University and the Agricultural Science course to the Agricultural University proposed to be set up in the Vidarbha Region of Maharashtra during the Fourth Plan period.

88. There are now seven Agricultural Universities in existence, namely:—

- (i) Andhra Pradesh Agricultural University, Hyderabad.
- (ii) Jawaharlal Nehru Krishi Viswavidalaya; Jabalpur.
- (iii) Mysore University of Agricultural Sciences, Bangalore.
- (iv) Orissa University of Agriculture and Technology, Bhubaneshwar.
- (v) Punjab Agricultural University, Ludhiana.
- (vi) University of Udaipur, Udaipur; and
- (vii) U.P. Agricultural University, Pantnagar.

A common feature of most of the Agricultural Universities is the existence of two or more campuses. The U.P. Agricultural University has four constituent colleges and a school of basic sciences and humanities, all of which are located at the central campus at Pantnagar. During its visit to Bichpuri, the Review Committee was informed by the authorities that the rural institute becoming another campus of the U.P. Agricultural University, though highly desirable would be difficult in the absence of provision in the U.P. Agricultural University Act to bring under its administration institutions in the State which

are outside the campus. The Committee however understands that the University Act is being amended to provide for a second campus.

It was also brought to the notice of the Committee, that in the event of its becoming a second Campus, the Bichpuri Rural Institute should not become a drag on the revenues of the U.P. Agricultural University; the management of the Balwant Vidya-peeth should provide the necessary land and other facilities, and provide generally the Humanities side of the University. However details of such an arrangement will have to be thoroughly discussed with the University authorities at the appropriate time.

89. The Committee also understands from the discussions held with the concerned State Education Secretaries of Kerala and Tamilnadu that in the Fourth Plan period an agricultural university is proposed to be set up at Coimbatore in Tamilnadu, and one in Kerala. The Kerala State Education authorities feel that the Thavanur rural Institute could be considered for conferment of the status of a second campus of the proposed Agricultural University.

#### **'Deemed University' Status**

90. A proposal to confer the 'deemed' University status on some of the Rural Institutes has been under consideration for some time. In 1966 the University Grants Commission Expert Committee recommended that the rural institutes at Bichpuri, Coimbatore and Gandhigram be given the 'deemed' University status. The conferment of the status may raise the prestige of the institutions concerned, increase enrolment and act as a fillip to other institutions to improve their standards to that order. However, it has not been possible to finalise this proposal. The institutions were required to provide the necessary financial guarantee to meet their share of expenditure. It is also necessary, as pointed out by the University Grants Commission Committee, that the State Governments should be actively involved in this important programme and should be financially responsible to a certain extent, although this has not been possible so far.

91. The Committee is also conscious of the difficulties and problems which will have to be faced by such of the Rural Institutes that attain the 'deemed' status. The main difficulty would be that of getting fresh recognition for the degrees offered by the 'deemed' universities especially when the reactions of the State Governments concerned have not been favourable.

### **Autonomous Colleges**

92. The Committee also considered a further alternative, namely conferment of the status of autonomous Colleges on some of the Rural Institutes. It will be recalled that the Education Commission (1966) recommended that:—

"Where there is an outstanding college (or a small cluster of very good colleges) within a large university which has shown the capacity to improve itself markedly, consideration should be given to granting it an autonomous status. This would involve the power to frame its own rules of admission, examinations and so on. The parent university's role will be one of general supervision and the actual conferment of the degrees. The privilege cannot be conferred once and for all—it will have to be continually earned and deserved and it should be open to the University after careful scrutiny of the position, to revoke the autonomous status if the college at any stage begins to deteriorate in its standards. We recommend that provision for the recognition of such autonomous colleges be made in the constitution of the universities. It should be possible, in our opinion, by the end of the Fourth Five Year Plan, to bring at least fifty of the best colleges under this category".

The University Grants Commission has examined this recommendation in consultation with the Advisory Committee of Vice-Chancellors and will consider proposals received in this regard from the Universities.

93. The Review Committee agrees that sufficient caution has to be exercised in the implementation of these reforms and institutions have to be carefully selected. The selection of any

rural institute for conferment of this status will have to depend on the development and progress made by the institution and the fact as to whether the university in the region favours such a proposal. It is also necessary to guard against any possibility of aggravating problems of discipline and lowering of academic standards, fears regarding which have been expressed.

### **The Recommended Alternatives**

94. The Committee has given careful thought to the above and other alternative lines on which the Rural Institutes could develop in the near future. Keeping in view the genius of the institutes, the specific objectives with which they were set up and the functions now defined, the Committee feels that the rural institutes should chalk out their future lines of development in one of the four ways stated and in the order indicated in the succeeding paragraphs. The authorities in the rural institutes have to examine very closely and with an open mind the development so far made by the institution; its capacity to develop further both in terms of finance and enrolment and the impact made by it on the rural economy and then decide on its future line of development.

#### **(i) Affiliation to a Federal University of Rural Higher Education.**

95. An important solution to the problem of the future of the rural institutes could be the setting up of a Central Rural University, to which the various rural institutes could be affiliated. The Committee is aware that this question was considered by the Ministry of Education some time back, who were of the opinion that a feasible way of creating such a university was in the first instance to declare one of the existing rural institutes as an Institution of National Importance and then by legislation set up a Centre Rural University. It is understood that the matter was examined in consultation with the Ministry of Law and it was found that none of the existing rural institutes could be declared as an Institution of National Importance.

While noting the above decision, the Review Committee feels nevertheless that the possibilities of setting up a Central Rural University may again be seriously explored. The Committee

wishes to record that this view is shared by the Vice-Chancellor of the Madras University (Dr. A. Lakshmanswamy Mudaliar) who in his discussions with the Committee felt that the best solution would be to set up a federal Rural University incorporating or affiliating all the rural institutes.

### **(ii) Affiliation to the Jawaharlal Nehru University**

96. A second possibility is to affiliate the Rural Institutes to the Jawaharlal Nehru University. The Committee notes that the main object of the proposed University is to 'endeavour to promote study of the principles for which Jawaharlal Nehru worked during his life time viz. national integration, social justice, secularism, democratic way of life, international understanding and scientific approach to the problems of the society'. Under provisions in Sections 4, 5 and 7 of the Act the Rural Institute can be considered for affiliation with the University.

Section 4(i) (of the first Schedule) provides that the University shall 'foster the composite culture of India and establish such departments or institutions as may be required for the study and development of the languages, arts and culture of India'. Section 5(13) further provides that the University may "recognise for any purpose, either in whole or in part, any institution or members or students thereof on such terms and conditions as may, from time to time, be prescribed and to withdraw such recognition." Under Section 5(14) the University can cooperate with any other University, authority or association or body having similar objectives.

The Committee feels that comparatively the Rural Institutes are in an advantageous position, as they are directly affiliated to the National Council for Rural Higher Education, and have contributed substantially in the field of extension and research. Keeping in view the various stages of development in which the Rural Institutes, are, the authorities of the Jawaharlal Nehru University can be persuaded to affiliate, in the first instance, the three Rural Institutes (Bichpuri, Coimbatore, Gandhigram) which were proposed to be given the 'deemed' University status. Such an arrangement would keep the door open to the other Rural Institutes being considered for similar affiliation at an appropriate time.

The Committee is aware that it would be entirely in the discretion of the Jawaharlal Nehru University authorities to consider the case of each Rural Institute which applies for affiliation and take decision on merits.

The possibility of affiliation of the Rural Institutes with the Jawaharlal Nehru University should be explored with the relevant authorities by a Committee consisting of Shri G. Ramachandran, Shri T. S. Avinashilingam and Dr. P. D. Shukla.

**(iii) Continuation of the Existing Arrangements with Certain Imperative Modifications.**

97. The rural institutes were established as a first step in a national movement for rural higher education. If rural institutes join or are obliged to join any one of the existing universities, the movement of rural higher education will come to an end. That is why the first alternative of a federal university of which the rural institutes will be constituent parts has been formulated. The Jawaharlal Nehru University was considered the second best alternative because it is the only university which can affiliate appropriate institutions from all over India. This third alternative is also formulated with a view to keep the rural institutes together so that their special features may be nurtured, proper standards maintained and the broad uniformity in the contents of the curriculum might continue to fulfil the objectives with which the rural institutes were started. The integration of academic subjects with Extension and Research will be a special feature. The third alternative is that the rural institutes should continue to function under the National Council for Rural Higher Education as now. The National Council should however be reconstituted and reorganised on the lines indicated under section 'Administrative Structure'.

**(iv) Affiliation to the Neighbouring Universities**

98. As no rural institute need be prohibited if it so wishes, on its own, to join a neighbouring university, the fourth alternative will be that such of the rural institutes which desire to affiliate to a neighbouring university should be permitted to do so. The linking of a rural institute may be either to a traditional university or to an agricultural university. As it is, the

Udaipur and Jamia Rural Institutes have established such a relationship with the Udaipur University and the Jamia Millia Islamia respectively. We understand that the Ministry of Education and Youth Services has received similar proposals from Wardha and Indore. Other rural institutes which desire to be affiliated to the neighbouring universities should also have the freedom to do so and in all such cases the proposals should be considered and the institutes should be assisted as indicated in the section under "Finance".

## XI. FINANCE

99. The future development and progress of the Rural Institutes depend, to a great extent, upon the availability of suitable finance. The general present pattern of assistance by the Central Government is of the order of 50% of recurring (75% in the case of post Diploma courses) and 75% of the non-recurring approved expenditure. As the scheme of Rural Higher Education is administered by the Central Government, the main financial responsibility would be that of the Ministry of Education and Youth Services. The Government of India should at least guarantee the present pattern of financial assistance for a stipulated period during which the Rural Institutes should take effective steps to settle their future course of development. If required, the Government of India should also favourably consider any request for the transfer of buildings, equipment and furniture acquired by the Rural Institutes through Central assistance if these are proposed to be put to any other educational use.

100. The Rural Institutes have to find the matching share in respect of the grants made by the Central Government and to the extent that the matching share is not made available by the management or the State Government the Central assistance cannot be lifted. While some of the Rural Institutes are in a position to have guaranteed State assistance, the others are not so well placed. It is not the intention of the Committee specifically to draw attention to any one particular institution in this regard. However, as an example mention may be made of the fact that the Government of Tamil Nadu revised their previous

order by which the Rural Institutes at Gandhigram and Coimbatore were being given grant at 2/3rds the net deficit subject to a maximum of Rs. 15,000 per annum. The State Government have since decided that the grant payable to the two institutions be gradually reduced at the rate of Rs. 3,000 per year so that from the year 1972-73 the grant will be discontinued altogether.

101. The State Governments should have a responsibility towards the Rural Institutes. The present enrolment at the Rural Institutes mainly comprise poor students and if the Rural Institutes did not cater to their needs, such students would never have had an opportunity of receiving higher education. In fact, it has been a human and also an educational problem, to the extent that the Rural Institutes have discharged and are continuing to discharge this responsibility of providing suitable education to this section of the population. The State Governments, therefore, should be actively associated in providing financial assistance to the Rural Institutes.

102. On their part, however, the Rural Institutes should constantly tap additional resources, encourage private philanthropy and minimise the administrative expenditure.

103. The pattern of Central financial assistance to the Rural Institutes will have to necessarily vary according to one or the other alternatives (discussed in the previous section) chosen by the Rural Institutes as their future line of development.

104. In its review of the working of the Rural Institutes, the Committee has noted that some of the institutes have a small enrolment, even less than 100; some offer only one course. Such institutions should be assisted to provide two or three courses and increase the enrolment to a satisfactory level provided the same is feasible and justified. In the case of those Rural Institutes which cannot fulfil these requirements, Central Government assistance, on the present pattern need not continue indefinitely.

In the case of affiliation to the Federal University of Rural higher Education the present pattern of assistance will have to be continued.

In the case of affiliation to the Jawaharlal Nehru University, the Central Government may consider giving this assistance through the University Grants Commission as in the case of colleges affiliated to the Delhi University.

In the case of those Institutes continuing to function under the National Council for Rural Higher Education as at present, the Central Government should provide financial assistance to such Rural Institutes on the existing pattern.

In the case of those Rural Institutes which are affiliated or wish to affiliate to the neighbouring universities or become a second campus of an agricultural University, the present pattern of Central assistance should continue for a period of five years from the date of the Rural Institutes linking with such a neighbouring University. The Committee considers the continuance of this assistance as essential. The Central Government may, however, examine, in consultation with the State Governments, the desirability of arranging for the Central assistance on a tapering basis, when alternative assistance has been made available to the Institutions.

105. The Committee hopes that it will soon be possible for each Rural Institute to choose one of the four alternatives for its future development.

## XII. NEW RURAL INSTITUTES

106. The question as to whether any new Rural Institutes should be set up needs serious consideration. The National Council for Rural Higher Education at its meeting held in 1966 had agreed that during the Fourth Plan period the main emphasis should be on the consolidation and strengthening of the existing institutes and that new Rural Institutes should be set up only when there are some special reasons for so doing. The Council resolved that the first charge on the resources should be on consolidation of the existing Rural Institutes and if any funds are left, then the question of setting up new Rural Institutes may be considered.

107. It is true that for a country of the size of India 14 Rural Institutes are too few in number either to serve the rural community or to make an effective impact on them. The States of Andhra Pradesh, Assam, Jammu and Kashmir and Orissa do not have any Rural Institute. If and when it is decided to establish any new Rural Institute, preference should be given to States and areas which do not have any Rural Institute. The Committee would also like to emphasise that any such new Rural Institute should be in a rural area and should not be very near an urban centre. It may also be emphasised that when a new Rural Institute is to be set up, it should be ensured that it will attract sufficient enrolment to provide for a minimum number of courses as recommended by the Committee for the existing Rural Institutes. In this connection note will also have to be taken of the fact that the students passing out of the new Rural Institutes will have reasonable opportunities for employment and work.

### XIII. GENERAL RECOMMENDATIONS

108. (i) Encouragement, including suitable financial assistance should be given to the teachers of the Rural Institutes to improve their qualifications and particularly to undertake research.

(ii) Facilities including financial assistance should be provided to staff members to attend all India conferences in the subject fields, e.g., Home Science, Economics, etc.

(iii) Each year at least four Seminars/Refresher Courses/workshops should be arranged for the staff of the Rural Institutes; financial provision should be made for this purpose.

(iv) Rural Institutes should be assisted to arrange for the conduct of regional and all India inter-rural Institute tournaments.

(v) The Rural Institutes should explore the possibility of participating in certain schemes which are launched by the Ministry of Education and Youth Services or jointly by several Ministries of the Government of India or by State Governments in education and allied fields. As examples, mention may be made of schemes such as Farmers Education and Functional Literacy, Adult Education, Selected Pilot Projects, Planning Forums, and Youth Leadership Training Camps etc. With their background and experience the Rural Institutes will be the most suitable agencies to work in the rural areas.

(vi) One of the Rural Institutes should be authorised and financially assisted to bring out a journal listing the selected research works of all the rural institutes.



## CHAPTER V

### Summary of Recommendations

#### 1. Broad aims and functions

- (i) To provide courses in higher education specially suited to rural needs; and short courses of varying duration in certain fields of special relevance to the rural population.
- (ii) To undertake problem-oriented research in the fields in which the rural institutes provide courses of study.
- (iii) To serve the rural community through extension education by the application of scientific knowledge and techniques to the rural problems.

In accordance with the above, the functions of the Rural Institutes may be stated as follows:

- (i) To provide under-graduates and/or post-graduate courses leading to degrees/diplomas in Humanities, Social Sciences, Natural Sciences, Technology, Agriculture, Health and Sanitation and other fields of knowledge.
- (ii) To organise vocational courses of varying duration for training rural youth in Agriculture, Agro-industries and Crafts.
- (iii) To train village youth in civic responsibility, Panchayati Raj, family planning, healthy living and other relevant fields.
- (iv) To provide facilities for conducting research in rural problems relevant to the courses organised by particular Institutes.
- (v) To provide extension services in agriculture, animal husbandry, dairying, poultry farming, health and sanitation, school improvement, adult education, family planning etc.

(vi) To organise activities in the areas of youth welfare, women's programmes, etc., which are relevant to the aims and objectives of the Rural Institutes, in order to serve the neighbouring community.

(Para 6)

## 2. Administrative Structure

(i) In view of the regional languages getting importance, groups of institutions in a particular State will have a separate complexion and hence a suitable machinery may be set up to bring the Rural Institutes in closer contact with the State Governments concerned.

(Para 9)

(ii) It would be desirable to have on the National Council one or two nominees as representatives of Agricultural universities in India.

(Para 11)

(iii) The National Council should be reconstituted and reorganised to function more efficiently and effectively to strengthen and improve the rural institutes in every way and also establish close liaison among them to facilitate the work of taking higher education to the doors of the rural people.

The officer in charge of the work of the National Council (who should be of the status of a Joint Secretary or at least that of a Deputy Secretary) should normally be assigned this work for a minimum period of five years.

(Para 12)

## 3. Enrolment

(i) A Rural Institute should have on its roll a minimum of 200 students.

(Para 15)

(ii) The minimum enrolment will be counted as on 31st August.

(Para 16)

(iii) The minimum enrolment in Preparatory course should be twenty.

(Para 18)

(iv) In the DRS course a minimum of 12 students per subjects should be strictly adhered to and no course should be started or continued when the enrolment in the course is less than ten.

(Para 19)

(v) In sanctioning new groups in DRS course, in future special care should be taken to ensure that normally not more than 5 groups exist.

(Para 20)

(vi) The minimum enrolment in the Diploma in Rural Services (Education) course should be twenty.

(Para 21)

(vii) In the cases of Post-Diploma Courses, the enrolment in the beginning of the academic session should not be less than five. The course should be stopped if the enrolment falls short of five.

(Para 22)

(viii) The minimum enrolment for the Agricultural Certificate Course should be twenty.

(Para 23)

(ix) The minimum enrolment in the Diploma in Civil and Rural Engineering Course should be twelve and the maximum thirty.

(Para 24)

(x) The minimum enrolment in Sanitary Inspectors Course should be twenty.

(Para 25)

(xi) The minimum enrolment for Advanced course for Sanitary Inspectors should be ten.

(Para 26)

#### **4. Teaching of English and Regional Languages**

The present practice (the three language formula) with respect to teaching of languages in the rural institutes should continue and special issue(s) raised by a rural institute should be considered on merits by the National Council for Rural Higher Education.

(Para 35)

#### **5. Courses of Study, Curriculum etc:—**

- (i) The minimum number of courses offered by a rural institute should be *three* out of:
  - 1. DRS.
  - 2. DRS (Education).
  - 3. Diploma in Civil and Rural Engineering.
  - 4. Post-Diploma Course.
  - 5. Agricultural Certificate Course.
  - 6. Sanitary Inspectors Course.
  - 7. Advanced Course for Sanitary Inspectors.

(Para 38)

- (ii) The Preparatory Course should be suitably modified in the context of the courses of study for the Diploma Course in Rural Services.

(Para 40)

- (iii) Introduction of new courses by the Rural Institutes should be taken up after a full assessment of the need and the demand for such course(s) and provided the required facilities are available.

(Para 41)

- (iv) In an Institute of rural higher education a degree course in Agriculture is highly desirable, but a full-fledged degree course in Agriculture should not be instituted without providing the necessary equipment and other facilities to the institution.

(Para 43)

- (v) The Agriculture Course should train the rural youth for (a) self-employment and (b) for specialisation at intermediate level. Instead of lengthening the present duration of the course, it is necessary to enrich the content of the syllabus making it less academic and more practically-oriented.

(Para 44)

- (vi) The academic standards in the Rural Institutes should be high and while aiming at academic excellence, rural higher education should attempt to integrate theory with practice and underline work experience.

(Para 45)

- (vii) It is necessary to visualise clearly the future employment potential for trained agricultural personnel.

(Para 46)

- (viii) While there should be no ban on students passing out of rural institutes with respect to further education or employment, the courses in the rural institutes should be primarily considered and designed so as to prepare students for appropriate employment in the rural areas.

(Para 47)

- (ix) In view of the importance of Science, the Committee is in favour of the rural institutes starting the teaching of science subjects. The Committee agrees with the recommendation of the National Council for Rural Higher Education that a course in science based either on the Delhi or the Madras University pattern be adopted to facilitate recognition of the Diploma in Science by the universities and employing agencies. However, such a science course should be introduced only in rural institutes which have already been put on a sound basis.

Admission to science courses should be limited to those who have passed science at the Matriculation or equivalent level.

(Paras 49—51)

(x) The question regarding the duration of the DRS (Education) course should be examined by the relevant Faculty Committee. The Committee is not, for the present in favour of introducing a post-graduate Course in Education.

(Para 54)

## 6. Extension and Research

(i) The extension work should mainly relate to the application of scientific knowledge and techniques to the rural problems. The activities may also include youth clubs, adult schools, women's programmes etc. with a view to educating the rural community to adopt latest techniques, and scientific ideas in the field.

(Para 55)

(ii) Extension work in the rural institutes should be educational in content. Deficiencies in physical facilities. (which may be due to a variety of reasons) should no longer be allowed to continue.

(Para 56)

(iii) The teaching in the Rural Institutes should be closely related to research and extension facilitating an integrated approach to rural problems.

(Para 57)

(iv) The Research projects should be mainly restricted to the areas in which there are higher courses and should be problem-oriented. It is also equally important that the results of research should be quickly made available to all the other Rural Institutes to facilitate cross-fertilisation of ideas and further work in the field.

(Para 58)

(v) The extension departments of the rural institutes should be in close liaison with similar departments of the university in the area and jointly undertake some projects utilising the special resources of the university.

(Para 59)

- (vi) As and when the rural institutes develop their departments, more facilities, including finance, should be provided for extension and research work.

(Para 60)

## 7. Teachers: Salary Scales and Facilities

- (i) Priority in the allocation of funds under the scheme of Rural Higher Education should, in the next few years, be on the improvement of the salaries of the teachers in the rural institutes.

(Para 62)

- (ii) The Government should accept parity between salary scales and dearness allowance of the teachers of the Rural Institutes with corresponding employees (with corresponding qualifications) of the affiliated colleges of the same State.

(Para 63)

- (iii) The following minimum scales, which are the 4th Plan scales recommended by the UGC should be made *immediately applicable* to the staff of the post-graduate and DRS Courses of the rural institutes, provided the posts have been duly approved.

(Para 64)

Director .. Rs. 800—50—1,250 (in the Rural Institutes having post-graduate courses).

Rs. 700—40—1,100 (in other Rural Institutes).

Principal .. Rs. 700—40—1,100

Reader of the Post-Graduate Course. Rs. 700—40—1,100 (limited to 25 per cent. the approved staff strength).

Senior Lecturer Rs. 400—30—640—40—800 (limited to 25 per cent. the approved staff strength).

Lecturer .. Rs. 300—25—600.

Demonstrator/Tutor Rs. 250—15—400.

(Para 64)

(iv) All employees of the rural institutes should be eligible to the Dearness Allowance on the same basis as admissible to the employees of the State Government concerned.

(Para 65)

(v) The teaching staff should be provided with suitable residential accommodation on the campus.

(Para 66)

## **8. Library**

Financial assistance of Rs. 5,000 per Institute should be given as a recurring grant to the rural institutes for strengthening library facilities.

(Para 68)

## **9. Employment of the Products of the Rural Institutes**

(i) Each rural institute should undertake a survey of employment possibilities in the region so as to increase the employment potential. The Central Government should also undertake this task at its own level.

(Para 71)

(ii) Each rural institute should maintain a reliable and up to date record of the employment position of its products.

(Para 72)

(iii) In competitive Departmental examinations subjects like Co-operation, Community Development, Panchayati Raj and Agricultural Economics should be included.

(Para 74)

(iv) The State Governments and employing agencies should recognise the special features of the Rural Services course and give preference to candidates so qualified in employment in rural developmental departments and as teachers in rural schools.

(Para 75)

(v) The employing agencies, governmental and non-governmental should also be fully involved in ascertaining the suitability of the syllabus and modifying it

and the training techniques, wherever necessary, in the areas of cooperation, public administration, village and small scale industries, etc.

(Para 76)

- (vi) The course in Agriculture should prepare students to settle down as progressive farmers.

(Para 77)

- (vii) New courses should be introduced or new optionals should be allowed in the rural institutes only after taking into consideration the possible employment potential for the products of the Rural Institutes who would be completing the particular course.

(Para 78)

- (viii) In order to make the Post-Diploma holders eligible for teaching jobs in colleges in the disciplines related to their courses, the Inter University Board and/or individual universities should be approached for securing the necessary equivalence.

(Para 79)

- (ix) Necessary guidance and advice (and facilities such as allotment of land, grant of loans by Cooperative Banks) should be given to holders of DCRE and DRS and those specialising in Cooperation and Village Industries and assist them to organise themselves into societies, so that they could take up public work department assignments which are now given to the contractors.

(Para 80)

- (x) The question of establishing any more production-cum-training centres at the Rural Institutes should be deferred for the present and the existing centres be strengthened on the lines indicated in the Report of the Committee appointed by the Ministry of Industrial Development, Internal Trade and Company Affairs (Department of Industrial Development).

(Para 81)

#### **10. Future Status of the Rural Institutes**

The Rural Institutes could be either—



### **11. Finance:**

- (i) The Government of India should guarantee the present pattern of financial assistance for a stipulated period during which the Rural Institutes should take effective steps to settle their future course. The Government of India should favourably consider any request for the transfer of buildings, equipment and furniture acquired by the Rural Institutes through central assistance, if these were to be put to any other alternative educational use.  
(Para 99)
  - (ii) The State Governments should be actively associated in providing necessary financial assistance to the Rural Institutes.  
(Para 101)
  - (iii) The rural institutes should explore possibilities of raising additional resources, encourage private philanthropy and minimise the administrative expenditure.  
(Para 102)
  - (iv) The pattern of financial assistance will vary according to the future status of the Rural Institutes.

In the case of affiliation to a Federal University of Rural Higher Education, the present pattern of assistance will have to be continued.

In the case of affiliation to the Jawaharlal Nehru University, the Central Government may consider giving this assistance through the UGC as in the case of colleges affiliated to the Delhi University.

In the case of the Institutes continuing to function under the National Council for Rural Higher Education, the Central Government should provide financial assistance on the existing pattern.

For the Rural Institutes which are affiliated or wish to affiliate to the neighbouring universities or become a second campus of an Agricultural University, the present pattern of central assistance should continue for a period of 5 years from the date of the Rural Institutes linking with such a neighbouring university. The Central Government may, however, examine, in consultation with the State Governments, the desirability of arranging for central assistance on a tapering basis when alternative assistance has been made available to the Institutes.

(Para 104)

## 12. New Rural Institutes

- (i) Only after sufficient financial allocation has been made and the present Rural Institutes have been consolidated the question of setting up any new Rural Institutes should be considered.
- (ii) In establishing any new Rural Institute, preference should be given to States which do not have any Rural Institute. Such an Institute should be in a rural area.
- (iii) It should be ensured that a new Rural Institute will attract sufficient enrolment to provide for a minimum number of courses and that there are opportunities for employment and work for those who pass out of the Institute.

(Paras 106-107)

### **13. General Recommendations:**

- (i) Encouragement, including suitable financial assistance, should be given to the teachers of the Rural Institutes to improve their qualifications and particularly to undertake research.
- (ii) Facilities including financial assistance should be provided to staff members to attend all-India conferences in the subjects fields, e.g., Home Science, Economics, etc.
- (iii) Each year at least four Seminars/Refresher courses/ Workshops should be arranged for the staff of the Rural Institutes and suitable financial provision should be made for this purpose.
- (iv) Rural Institutes should be financially assisted to arrange for the conduct of regional and all-India Inter-Rural Institute tournaments.
- (v) Rural Institutes should explore the possibility of participating in certain schemes which are launched by the Ministry of Education & Youth Services or jointly by several Ministries of the Government of India or by State Governments in education and allied fields. As examples mention may be made of schemes such as Farmers' Education and Functional Literacy, Adult Education, Selected Pilot Projects, Planning Forums and Youth Leadership Training Camps etc. with their background and experience the Rural Institutes will be the most suitable agencies to work in the rural areas.
- (vi) One of the Rural Institutes should be authorised and financially assisted to bring out a journal listing the selected research works of all the rural institutes.

(Para 108)

G. Ramachandran

*(Chairman)*

D. P. Singh\*

T. S. Avinashilingam

K. Kelappan

K. L. Bordia\*

P. D. Shukla

October 1969.

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\*(Subject to the minute of dissent).

### Minute of Dissent by Shri K. L. Bordia

I have signed the Report of the Review Committee on Rural Higher Education subject to the following minute of dissent.

1. Paragraphs 94 to 97 lay down the three alternatives with regard to the future status of Rural Institutes.

- (i) Affiliation to a Federal University of Rural Higher Education.
- (ii) Affiliation to the Jawaharlal Nehru University.
- (iii) Continuation of the existing arrangement under which the National Council for Rural Higher Education conducts examinations for Rural Institutes.

Paragraph 98 lays down that "Rural Institutes which desire to affiliate to a neighbouring University should be permitted to do so".

Regarding assistance to such institutes paragraph 103 (renumbered as 104) says.

"In the case of those Rural Institutes who are affiliated or wish to affiliate to the neighbouring Universities or become a second campus of an Agricultural University, the present pattern of Central assistance should continue for a period of five years from the date of the Rural Institutes' linking with such a neighbouring University."

In this connection I have two submissions to make:—

The most serious problem or at least one of the two most serious problems facing Rural Institutes is that the DRS and the Post Graduate Diploma of Rural Institutes is not granted full equivalence. During the last five or six years the institutes have been making desperate efforts to see that their alumni should be awarded degrees, without which they are greatly handicapped. The visit of the members of the committee to Rural Institutes also revealed this anxiety.

Therefore, it would not be desirable to continue the present arrangement. I fully agree with the other members of the Committee regarding alternatives (i)&(ii), i.e. affiliation to an All India University of Rural Higher Education and affiliation to Jawaharlal Nehru University. But the third alternative would be very unsatisfactory at least so far as the D.R.S. and the Post Graduate courses are concerned and the problem of effective equivalence will remain unsolved.

It would be better if the third alternative to be recommended is "affiliation to a neighbouring University" specially to an Agricultural University in the State. A number of Universities would be prepared to accommodate the Rural Institutes and allow them to retain and develop their special features.

2. Even if the Council accepts the majority recommendation favouring the continuance of the present arrangements in preference to affiliation with another University in the State, the pattern of financial assistance proposed by the other members of the Committee is very unsatisfactory and unfair to such institutes. One institute, the Vidya Bhawan Rural Institute got affiliated to a University *three or four years ago* with the express permission of the Ministry. If it is suddenly faced with the ultimatum that central assistance to it will stop at the end of five years from the date of its affiliation it would not be able to adjust with the sudden stoppage of grant. This Institute sought affiliation with the University of Udaipur after it had been assured that the pattern of grant would remain the same whether it joined a University or not. In fact all the Institutes which maintain the special features of Rural Institutes i.e. extension and action-oriented research should be entitled to grants on the same pattern irrespective of their affiliation for examination.

At the very least the institutes seeking affiliation to Universities in their States should be allowed Central assistance on the same pattern as heretofore for five years from the date on which the National Council decides this issue or from the date they get affiliated to a University whichever is later.

I submit that such institutes should not be driven out of the brotherhood of Rural Institutes. They should be helped to retain and develop their special features with generous grants.

I regret I was not present at the last meeting, at which the recommendation mentioned above was decided upon, contrary to previous thinking. But I should be failing in my duty if I were not to express the opinion which is in the interest of the healthy growth of Rural Institutes. If the first alternative materialises I think all the Rural Institutes would like to join the All India University of Rural Higher Education. They would also like to be affiliated to Jawaharlal Nehru University, if admitted.

3. In case alternatives (ii) & (iv) i.e. affiliation to Jawaharlal Nehru University or affiliation to Universities in the State are adopted by some Rural Institutes the National Council should continue to function as a body providing coordination and guidance as to how the features of Rural Higher Education should be effectively maintained.

4. It seems to me that it would soon be necessary to reorganise some of the courses e.g. the Agriculture Course, the Post-Graduate course and the DRS(Ed) in the light of changing needs. Therefore, for some time, say for the next five years recommendation on para 38, i.e. that a Rural Institute should offer at least three courses should not be insisted on. With these four notes of dissent I am signing the report of the Review Committee.

Sd/- K. L. BORDIA

*Ajmer,*

*September 2, 1969.*

L/P(D)5MofEdu.—8

**Minute of Dissent by Shri D. P. Singh**

I am sorry I do not see eye to eye with the other Members of the Committee in regard to the main recommendation about the future of the Rural Institutes contained in paragraphs 94 to 97, namely; (i) establishment of a Federal Rural University, (ii) affiliation to the Jawaharlal Nehru University, and (iii) continuation of the existing arrangements with certain imperative modifications. In my opinion, the only feasible and desirable alternative is to affiliate the Rural Institutes to one or the other University in the State, as recommended in paragraph 98. A University having jurisdiction all over India and working through a large multiplicity of campuses and media of instruction would be unmanageable and impracticable. To continue the existing arrangements will only mean perpetuation of the present system which is, admittedly, far from successful. The only alternative is to affiliate the Institutes to one of the State Universities.



Sd/- D. P. SINGH

Pantnagar,

October 19, 1969

## APPENDIX I

*Statement showing names of the Rural Institutes, year of establishment, courses offered and enrolment from 1961-62 to 1968-69.*

Name of the Institute	Year of establishment	Courses offered	Number of students on rolls					
			1961-	1962-	1963-	1964-	1965-	1966-
1. Gandhigram Institute, 1956	Gandhigram (Madras)	(i) Sanitary Inspectors' Course ..	..	33	32	32	35	36
		(ii) Certificate course in Agricultural Science ..	..	72	88	91	92	92
		(iii) Advanced Course for Health Inspectors ..	..	..	..	..	24	25
		(iv) Rural Services Diploma Course ..	103	145	155	133	105	122
		(v) Post-Graduate Diploma course in Rural Sociology and Community Development ..	..	..	6	6	8	14
		(vi) Preparatory Course ..	..	..	41	32	54	50
		<b>Total</b> ..	<b>249</b>	<b>303</b>	<b>318</b>	<b>315</b>	<b>306</b>	<b>409</b>
								<b>383</b>
								<b>349</b>

Name of the Institute	Year of Establishment	Courses Offered	Number of students on rolls
			1961- 1962- 1963- 1964- 1965- 1966- 1967- 1968-
			62 63 64 65 66 67 68 69
2. Jami Rural Institute, New Delhi	1956	(i) Civil and Rural Engineering Diploma Course .. .. ..	117 121 114 177 123 124 124 124
		(ii) Rural Services Diploma Course .. .. ..	86 85 104 58 100 90 100 23
		(iii) Preparatory Course .. .. ..	16 15 7 7 17 .. .. ..
		<b>TOTAL</b> .. ..	<b>218 221 225 222 240 214 224 147</b>
3. Vidya Bhawan Rural Institute, Udaipur (Rajasthan)	1956	(i) Sanitary Inspectors' Course .. .. ..	31 30 29 39 30 24 31 ..
		(ii) Civil and Rural Engineering Diploma Course .. .. ..	60 71 90 99 95 112 117 60
		(iii) 3-Year degree Course .. .. ..	65 69 60 70 50 33 37 33 (Affiliated to Udaipur University)
		(iv) 3-Year degree course in Science .. .. .. .. .. .. ..	.. .. .. .. .. .. .. 120
		(v) Post-graduate Diploma, course in Rural Sociology and Community Development .. .. ..	15 10 14 11 15 9 19
		(vi) Preparatory Courses .. .. ..	13 13 5 .. 3 .. 24 ..
		<b>TOTAL</b> .. ..	<b>169 198 104 222 189 151 214 232</b>

4. Rural Institute for Higher Studies, Biroul (Bihar)	1956	(i) Rural Services Diploma Course	..	161	194	154	124	92	98*	114	166	
		(ii) Preparatory Course	..	25	50	33	31	44	51	80	102	
				186	244	187	155	136	149	194	268	
5. Balwant Vidyapeeth Rural Institute, Bichpuri (Agra)	1956	(i*) Civil and Rural Engineering Diploma Course	..	114	143	138	141	161	156	145	103	
		(ii) Rural Services Diploma Course	..	110	87	99	79	61	66	42	48	
		(iii) Post-graduate course in Rural Economics and Cooperation	..	..	..	8	3	12	14	6	5 ..	
		(iv) Preparatory Course	..	..	5	10	25	25	28	42	18 ..	
		Total	..	225	271	253	277	272	265	234	151	
6. Sri Ramakrishna Mission Vidyalya, Rural Institute, Coimbatore (Tamil Nadu)	1956	(i) Certificate Course in Agricultural Science	61	67	88	61	77	131	147	137		
		(ii) Civil & Rural Engineering Diploma Course	162	149	163	159	172	163	125	80		
		(iii) Rural Services Diploma Course	..	145	144	115	92	62	71	156	211	
		(iv) Post Graduate Diploma course in Rural Economics and Cooperation	..	..	21	18	12	11	11	16	21	
		(v) Preparatory Course	..	..	63	60	27	..	65	98	114	16
		Total	..	421	431	401	324	377	474	567	465	

Name of the Institute	Year of Establishment	Courses Offered	Number of students on rolls
7. Lokbharti Rural Institute, Sanosar (Gujarat)	1956	Certificate course in Agricultural Science ..	1961- 1962- 1963- 1964- 1965- 1966- 1967- 1968- 62 63 64 65 66 67 68 69
8. Karmaveer Hiru Rural Institute, Gargoti (Maharashtra)	1956	(i) Civil and Rural Engineering Diploma Course .. (ii) Rural Services Diploma Course .. (iii) Preparatory Course .. (iv) Education Course ..	114 95 99 117 149 190 211 112 72 89 115 103 109 92 105 95 33 47 35 59 42 61 .. 107 .. .. 14 24 31 21 36 44
		Total	219 231 263 303 331 364 419 358
9. Rural Institute, Amravati (Maharashtra)	1956	(i) Certificate Course in Agricultural Science (ii) Civil and Rural Engineering Diploma Course .. (iii) Rural Services Diploma Course .. (iv) Preparatory Course ..	65 60 71 132 162 223 185 92 166 160 135 124 131 143 144 55 142 166 152 166 163 175 216 210 74 53 60 87 62 80 70 34
		Total	437 439 418 509 518 621 615 391

10. Kasturba Rural Institute, Rajpura (Punjab)	1959	(i) Rural Services Diploma Course	..	84	161	171	226	219	225	250	266
		(ii) Post Graduate Diploma in Rural Sociology and Community Development	..	..	..	..	15	21	19	14	4
		(iii) Preparatory Course	..	..	46	48	62	41	63	78	47
		<b>TOTAL</b>	..	130	209	233	282	303	322	338	317

11. Rural Institute, Wardha (Maharashtra)	1961	(i) Certificate course in Agricultural Science	..	..	..	28	61	100	108	75	29
		(ii) Civil and Rural Engineering Diploma Course	..	..	..	19	43	95	150	131	31
		(iii) Rural Services Diploma Course	..	24	66	84	74	56	66	70	55
		(iv) Preparatory Course	..	..	35	19	20	16	36	16	13
		<b>TOTAL</b>	..	59	104	175	246	342	341	289	115

12. Rural Institute, Hannanamatti (Mysore)	1961	(i) Certificate course in Agricultural Science	..	..	..	38	13	12	..	..	..
		(ii) Civil and Rural Engineering Course	..	..	..	..	58	53	38	8	20
		(iii) Rural Services Diploma	..	..	..	24	49	48	13	8	21
		(iv) Preparatory Course	..	..	..	35	18	..	12	15	34
		<b>TOTAL</b>	..	..	73	65	119	101	63	31	75

Name of the Institute	Year of Estab- lishment	Courses Offered	Number of Students on rolls						
			1961- 62	1962- 63	1963- 64	1964- 65	1965- 66	1966- 67	1967- 68
13. Kasturbagram Rural Institute, Indore (M.P.)	1963	(i) Rural Services Diploma Course (ii) Preparatory ... ..	..	..	..	7	23	48	63
						8	8	8	4
						8	8	8	10
		TOTAL	..	..	..	15	31	56	71
						66	70		
14. Rural Institute, Thavanur (Kerala)	1963	(i) Sanitary Inspectors' Course (ii) Civil and Rural Engineering Diploma Course (iii) Rural Services Diploma Course (iv) Agriculture Science Course (v) Preparatory Course	..	..	..	30	30	29	29
						..	..	30	23
						56	56	82	24
						..	..	80	75
						54	72	92	107
						..	27	57	48
						60	60	157	220
						..	..	..	283
		TOTAL	..	..	..	90	201	371	444
						478	478	567	
		GRAND TOTAL	..	2347	2780	2893	3269	3619	3053
								4117	3566

## APPENDIX II

*Statement showing Central recurring and non-recurring grants released to various Rural Institutes upto 1968-69.*

Serial No.	Name of the Rural Institutes	Central grants released up to 1968-69		
		Recurring	Non-recurring	Total
		Rs.	Rs.	Rs.
1 Amravati	.. ..	20,52,600·00	18,29,525·00	38,82,125·00
2 Bichpuri	.. ..	13,13,975·00	16,08,700·00	29,22,675·00
3 Birouli	.. ..	3,83,339·00	6,93,050·00	10,76,389·00
4 Coimbatore	.. ..	19,73,889·00	21,74,246·00	41,48,135·00
5 Gandhigram	.. ..	16,09,600·00	12,13,580·00	29,13,180·00
6 Gargoti	.. ..	13,09,669·00	14,72,402·00	27,82,071·00
7 Hanumanamatti	.. ..	3,61,802·00	8,50,000·00	12,11,802·00
8 Indore	.. ..	2,30,356·00	7,35,000·00	9,65,856·00
9 Jamianagar	.. ..	24,50,930·00	13,57,110·00	38,08,040·00
10 Rajpura	.. ..	6,20,064·00	3,73,120·00	9,93,184·00
11 Sanosara	.. ..	3,36,715·00	6,10,345·00	9,47,060·00
12 Thavanur	.. ..	9,94,189·00	14,54,514·00	24,48,703·00
13 Udaipur	.. ..	17,48,637·00	16,94,936·00	34,43,573·00
14 Wardha	.. ..	8,11,515·00	15,00,000·00	23,11,515·00
(Sriniketan upto 1963)		7,82,799·00	10,84,000·00	18,66,799·00
<b>TOTAL</b>		<b>1,70,70,579·00</b>	<b>1,86,50,528·00</b>	<b>3,57,21,107·00</b>
<i>OR (In round figures)</i>		1·71 crores	1·86 crores	3·57 crores

## APPENDIX III

*Statement showing the teacher-pupil ratio and per-capita expenditure in the Rural Institutes during 1968-69.*

Rural Institutes	Courses	Teacher-pupil ratio	Per-Capita Expenditure
			(Rs.)
1. Amravati	(i) Rural Services Course ..	.. 1 : 12	638
	(ii) Engineering Course ..	.. 1 : 4	2654
	(iii) Agricultural Sc. Course ..	.. 1 : 12	925
2. Bichpuri	(i) Post-Diploma Course ..	..	2,140
	(ii) Rural Services Course ..	.. 1 : 3.7	1,842
	(iii) Engineering Course ..	.. 1 : 6.4	1,288
3. Birouli	Rural Services Course ..	.. 1 : 10	536
4. Coimbatore	(i) Post-Diploma Course ..	.. 1 : 4	2,108 (For 1967-68)
	(ii) Rural Services Course ..	.. 1 : 16	445
	(iii) Engineering Course ..	.. 1 : 12	817
	(iv) Agricultural Sc. Course ..	.. 1 : 16	404
5. Gandhigram	(i) Post-Diploma Course ..	.. 1 : 2	2,531
	(ii) Rural Services Course ..	.. 1 : 8	814
	(iii) Agricultural Sc. Course ..	.. 1 : 15	425
	(iv) Sanitary Inspectors Course ..	.. 1 : 5	1,301
	(v) Advance Course for Health Inspectors ..	.. 1 : 26	4,727
6. Gargoti ..	(i) Rural Services Course ..	.. 1 : 12.8	575
	(ii) Rural Services (Education) ..	.. 1 : 11	608
	(iii) Engineering Course ..	.. 1 : 7.5	934
7. Hanumanamatti ..	(i) Rural Services Course ..	..	512
	(ii) Engineering Course ..	.. 1 : 11	1,393
8. Indore ..	Rural Services Course ..	.. 1 : 5	1,180
9. Jamia ..	(i) Rural Services Course ..	..	
	(ii) Engineering Course ..	.. 1 : 7	1,167

Rural Institutes	Courses	Teacher-pupil ratio	Per-capita Expenditure
			(Rs.)
10. Lok Bharati ..	Agricultural Sc. Course ..	.. 1 : 5	1,537
11. Rajpura ..	(i) Rural Services Course ..	.. 1 : 11	647
	(ii) Post-Diploma Course ..	.. 1 : 2	4,984
12. Thavanur ..	(i) Rural Services Course ..	.. 1 : 18	393
	(ii) Sanitary Inspectors Course ..	.. 1 : 4	2,615
	(iii) Engineering Course ..	.. 1 : 5	1,012
	(iv) Agricultural Sc. Course ..	.. 1 : 6	1,325
13. Udaipur ..	(i) Post-graduate Course ..		
	(ii) 3-year degree Course in Science ..	1 : 10	1,499 (for 1967-68)
	(iii) 3-year degree Courses in Arts ..		
	(iv) Engineering Course ..	.. 1 : 6	1,784 (for 1967-68)
14. Wardha ..	(i) Rural Services Course ..	.. 1 : 8	1,351
	(ii) Agricultural Sc. Course ..	.. 1 : 5	1950
	(iii) Engineering Course ..	.. 1 : 3	1,858

(Sources : Information furnished by the Rural Institutes)

## APPENDIX IV(i)

*A note on measures for improvement of Rural Institutes*

BY

T. S. AVINASHILINGAM

*Hony. Director*

*Sri Ramakrishna Mission Vidyalaya Rural Institute*

The Rural Institutes have been working for the last 11 years. They have struggled hard to establish themselves through this decade. In a sense they have shown a new way of education namely, education through teaching, extension and research. Extension work has been integrated in the curriculum and the students and staff in the Rural Institutes have been serving in the villages around and thus established contact with the masses. The Rural Institutes' curricula in Community Development and extension provides for a thesis even at the DRS level. Thus some research is also being provided even at the first degree level. At the Post-graduate level deeper research is being undertaken. In order to do this additional work of extension and research and still keep the standards of universities in academic subjects, the Rural Institutes in their various departments have put in a large amount of work by way of working days as well as number of hours in the week. But yet in spite of all these, the Rural Institutes do show a rather depressing picture, and it is the purpose of this note to pin-point the reasons for this state of affairs.

1. It was a mistake in the original scheme itself that we gave Diplomas against the degrees of the universities. To a people governed by traditional values, this difference has come to mean much. Students, parents and employers think that this Diploma is inferior to the degrees of universities. Nobody cares to go into the content of the courses undertaken and on the quality of the training given. But the question asked is this: whether this is a degree or a diploma and given by whom?

We are grateful to the Government of India in the Ministry of Education who have secured recognition for these Diplomas and equivalence for them from the various state governments and many universities. But in spite of all these the impact of the Rural Institutes has been small owing to their small numbers; in the minds of the employers a big difference exists when they compare this diploma along with the degrees of recognised universities.

2. From the very beginning the universities have been conservative in their approach towards the Rural Institutes as people who have attended the meetings of the Inter-University Board will vouchsafe. Some Vice-Chancellors are said to have gone to the extent of saying that the Government of India had no business to dabble in higher education which is, according to them, exclusively the field of universities and any body which has a Minister as Chairman, is a political body and not an academic body and so such a body cannot give degrees. For reasons into which we need not go, some Vice-Chancellors have taken an antagonistic attitude towards the Rural Institutes even as they did in the case of Basic Education. The Rural Institutes do not provide many post-graduate courses and they have to depend upon the universities for post-graduate courses to such of their students who wish to go in for post-graduate education.

3. Another mistake of this scheme was that it provided only the degree course in the College of Rural Higher Education and all the other courses provided in the scheme of the Rural Institutes in Agriculture, Engineering, Sanitary training etc. are of one year, two or three years' courses leading to certificates and diplomas. Any scheme of education which caters to the rural areas, in the present context of India, should provide high level education in theory and practice in agriculture. The omission in this scheme to provide higher education in agriculture is a great mistake and the continuance of two years' course in agriculture has made people wonder how such an institution can be termed as an Institution of Higher Education. The Rural Institute in addition to providing higher education in agriculture should also provide a variety of courses to introduce scientific and progressive farming amongst practising agriculturists.

4. The subjects provided also are very limited. Many institutes have only one or two courses at the diploma level. An Institute which provides such few courses cannot command very much respect especially when it is compared with Universities which provide a variety of courses.

One of the needs that we would fulfil was training of good teachers for rural areas. But for this we should have to provide many courses like Physics, Chemistry and Maths etc. for what is wanted are good teachers in Sciences and Maths.

5. In the matter of providing finance, much has been said that about Rs. 3 crores have been spent on the Rural Institutes in the last ten years. This amount looks large, but if you divide it between the 14 Rural Institutes and further divide it by 10, the average annual expenditure in each of the Rural Institutes comes to only about Rs. 2,10,000. The inadequacy of this provision will become clearer when we learn that this includes both recurring and non-recurring expenditure and also stipends given to the students. On comparison it will be found that the universities spend very much larger amounts for similar courses. With the result that in many Rural Institutes the standards of libraries, laboratories and accommodation are much lower. We can make the buildings simpler to suit the rural set up; but we cannot afford to have incomplete libraries and laboratories of lower standards. But this is just what has happened in many of the Rural Institutes.

6. The Government have accepted that the salary scales of the Rural Institutes will be on a par with the scales of the college teachers in aided and other colleges affiliated to the university in the state. But recently the Ministry of Education and Youth Services has not been able to persuade the Finance Ministry to agree to the scales of pay which the Government of Madras are giving to the aided colleges within the state, with the result the students as well as the staff and public have themselves learnt to look upon the Rural Institutes as something inferior. In addition to this, even the dearness allowance which has been sanctioned for all the colleges in the Madras state has not been sanctioned by the Government of India to the Rural

Institutes. This has resulted in the staff getting restive, impatient and discontent, with the result some of the best staff may leave the Rural Institute.

I am writing this note on 19-2-1968, with just a month to complete the financial year and upto date the promised stipends have not been sanctioned, to the great hardship of the students concerned.

In the Madras State Education in the PUC classes is entirely free for all students whose parents have an income of Rs. 1,500 and less. This concession is given in all colleges in the state. Imagine how students will join the Rural Institutes, when this is not available in our Rural Institutes. There is not even a reply to our representation in this regard.

#### *Suggestions for the future*

I have said all these with regard to what has happened in the past. Now the question is what should be done in the future to put the Rural Institutes in a level with other good institutions of higher learning. There is a proposal to make three Rural Institutes into deemed universities. We are told that everything is set for the Government to pass the resolution to confer this status on three Rural Institutes namely those at Bichpuri, Ramakrishna Mission Vidyalaya and Gandhigram. A mere conferment of the status does not solve problems. In fact this conferment of the status may create further problems unless we are wise enough to have the vision to create a proper set up. As has been said by some people even at the meeting of the National Council for Rural Higher Education, 'deemed' universities in some other cases have already become 'deemed' universities. This should be avoided by proper thinking and planning, even before the status is given. The steps to be taken for that are:

- (a) In the present set up the Government has been working for getting recognition of diplomas given by the National Council for Rural Higher Education. Then the deemed university status is given to the three Rural Institutes, this recognition will not apply to the degrees that may be given by the deemed universities because

these degrees will be in the name of these institutions as against the present diplomas being given by the National Council for Rural Higher Education. As the National Council for Rural Higher Education was a Government of India body, the Government of India took steps to persuade the State Governments, the Inter-University Board and many of the Universities in Madras State to help, the Government of Madras has taken a negative attitude and the University will also follow the attitude taken by the Madras Government. It will be difficult for the individual deemed universities to get this recognition from the various universities and the state governments unless help is forthcoming either from the Government of India, Ministry of Education or from the University Grants Commission to get this equivalence. We will be placed in a worse position than now in this very important regard.

- (b) Universities are costly bodies and the funds that have been provided for the Rural Institutes in the past and the way in which they have been sanctioned has not built up very high standards. Unless the deemed universities have the basic courses like Chemistry, Physics and Maths and Cooperation, and one or two other subjects upto post-graduate standards, the mere name deemed university will not confer any status on it. The question is whether the Government of India will assure that they will provide funds for the development of these courses in the Rural Institutes.

This money for development should not be provided year to year and be at the whims and fancies of Finance officials for the time being; but should be provided on a five year plan basis. Unless such a provision is made for the next five years on a well understood basis, a mere conferment of the university status will not go far in making these institutions acceptable to the students, people and employers.

We must also refer here to a fear in the minds of the State Governments, that the Government of India will withdraw their responsibility after a period of time and shift it on the

State Governments. It must be made clear beyond doubt that the deemed universities, will be the permanent responsibility of the Centre, while the State Governments may help if they choose to do so in any scheme of studies in which they are interested.

- (c) As I had said before no Rural Institute without a proper degree course in agriculture deserves the name as an Institute of Higher Education. Therefore the Agricultural Certificate course should be upgraded to the degree level. This is a must if we are to function with respect as a deemed university and this also means money.
- (d) In the Engineering Section, there is only Rural and Civil Engineering. At present the demand generally for Engineering and particularly Civil is very low. And so besides introducing the other two subjects, the Rural Institutes should be allowed and helped to hold short courses in such fields as there is demand particularly in rural areas, such as agricultural engineering, repair and maintenance of tractors, repairs and maintenance of electric motors and oil engines and pump-sets, production of and research in improved agricultural implements etc. These courses will fulfil their needs as the longer courses may not. In fact the Vidyalaya Industrial Section and Engineering School are doing it to some extent, but now outside the Rural Institute.
- (e) *Need for a permanent secretariat:* Till now the Education Ministry has been doing the work of the Rural Institutes and conducting the examinations. It is inherent in a government set up that there is constant change of officers—I must say, many of them have been nice people. But this want of continuity as well as the uncertainty of each of them as to how long they will be in that post has reduced their confidence and consequently their efficiency and their outlook cannot always be academic. It will be agreed that the Government set up is not an ideal one for con-

ducting examinations. I would, in the interest of efficiency and academic outlook suggest a separate body with some continuity of its officers.

I have mentioned the above points with some emphasis as I feel the time has come to face the problem squarely in the face and solve it boldly if we can, rather than tinker with it. We should bring to bear a dynamic mind on it or we should have the courage to close them rather than run the Rural Institutes in a half-hearted manner.



## APPENDIX IV(ii)

*An examination of the Provisions of the Jawaharlal Nehru University Act No. 53 of 1968 to investigate its possibilities for the Rural Institutes.*

BY

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The objects of the University are given in Section 4. The statute issued under Section 4 explains the objects as follows:

"The University shall endeavour to promote study of the principles for which Jawaharlal Nehru worked during his life-time, namely, national integration, social justice, secularism, democratic way of life, international understanding and scientific approach to the problems of society."

Towards this end, the University shall:

- (i) foster the composite culture of India and establish such departments or institutions as may be required for the study and development of the languages, arts and culture of India;
- (ii) take special measures to facilitate students and teachers from all over India to join the University and participate in its academic programmes;
- (iii) promote in the students and teachers an awareness, and understanding of the social needs of the country and prepare them for fulfilling such needs;
- (iv) make a special provision for integrated courses in humanities, science and technology in the educational programmes of the University;
- (v) take appropriate measures for promoting inter-disciplinary studies in the University;

- (vi) establish such departments or institutions as may be necessary for the study of languages, literature and life of foreign countries with a view to inculcating in the students a world perspective and international understanding;
- (vii) provide facilities for students and teachers from other countries to participate in the academic programmes and life of the University".

I would like to draw particular attention to (i) and (ii) above.

For achieving these objectives Section 5 mentions the powers given to the University. Of these sub-sections 2, 13 and 14 are important from the point of view of our study. They state as follows:

- "5. The University shall have the following powers, namely:
- (2) to establish within the Union territory of Delhi or outside that territory such Special Centres and Specialised Laboratories and such other units for research and instruction as are necessary for the furtherance of its objects;
- (3) to recognise for any purpose, either in whole or in part, any institution or members of students thereof on such terms and conditions as may, from time to time, be prescribed and to withdraw such recognition;
- (4) to co-operate with any other University, authority or association or any other public or private body having in view the promotion of purposes and objects similar to those of the University for such purposes as may be agreed upon on such terms and conditions as may, from time to time, be prescribed.".

The jurisdiction of the University is given in Section 6. This limits the jurisdiction of the University to all Colleges and institutions recognised by it and add that it shall not grant recognition, either in whole or in part, to any institution which has already been recognised by the University of Delhi unless the Central Government, after consultation with the University of Delhi, authorises the Jawaharlal Nehru University to do so.

The powers and jurisdiction in respect of institutions outside the Union territory of Delhi is given in Section 7 which states as follows:—

7. Notwithstanding anything contained in Section 5:—

- (a) where any institution or body established outside the Union territory of Delhi seeks recognition from the University or
- (b) where the University establishes and maintains any institution or body outside the Union territory of Delhi then the powers and jurisdiction of the University shall extend to such institution or body subject to
  - (i) the laws in force in the State within which the institution is situated.
  - (ii) the rules and regulations of the University within which it is situated.

Now applying these provisions to the context of the Rural Institute, the following facts emerge—

- (a) The Jawaharlal Nehru University is unlike the other central universities like Banaras, Aligarh or Shantiniketan which are unitary. Neither is its jurisdiction limited within a state like the state universities. But it has jurisdiction throughout India, in the sense it can establish or affiliate institutions anywhere in India. This is subject to the laws of the State within which it is situated and the University under whose jurisdiction it is working.
- (b) This extra jurisdiction beyond Delhi can be attained
  - (i) by its own direct establishment of special centres and specialised labs. and other units or research and institution, or
  - (ii) by recognising for any purpose, either in whole or in part, any institution on such terms and conditions as may, from time to time, be prescribed;

(iii) by cooperating with any other University, authority or association or any other public or private body having in view the promotion of purposes and objects similar to those of the University for such purposes as may be agreed upon such terms and conditions as may, from time to time be prescribed.

Coming to the applicabilities of these provisions to the Rural Institutes, patently (i) cannot apply, (ii) and (iii) can apply. The Rural Institutes are in a way in an advantageous position in the matter, as neither the State Government nor the Universities in whose area they are situated have any jurisdiction over them. They are directly affiliated to the National Council for Rural Higher Education and so no body need be consulted in their being brought under the aegis of the Jawaharlal Nehru University. Even for finance, even now the central government is the sponsoring and financing agency for the Rural Institutes and these funds can be transferred to the Jawaharlal Nehru University and so will not mean additional commitment to the University.

Studying further, it will be seen, (iii) above states there are two ways in which affiliation to the Jawaharlal Nehru University can be considered.

(a) Under section 5(14) it can cooperate with any other university, authority or association having similar objectives. It may be considered whether the National Council for Rural Higher Education if it comes under any of these categories can take advantage of this section. But the National Council is neither a University nor authority nor association as it is not a registered body with a separate legal existence, but is only a limb of the Government of India in the Ministry of Education.

(b) If the National Council cannot be affiliated as such under Section 5(13), institutions which are registered can be recognised by the University on such conditions and terms as may be prescribed. That means individual Rural Institutes can be recognised.

As far as I know the mind of the authorities, they do not want to extend this recognition freely but want to limit it to a few well-developed institutions of repute. It is to be considered whether we can persuade the authorities to recognise even those Institutes which are proposed to be given the deemed university status.

In this also there is a possibility which may be examined. The UGC has ruled that no 'deemed' University can affiliate another institution. Such a restriction may not apply in this case. The Jawaharlal Nehru University recognises only such conditions and terms as may be negotiated and prescribed, if as Sri Kelappan had mentioned in the discussions, any Rural Institute would like to join any other Rural Institute which may be affiliated to the Jawaharlal Nehru University, this matter can be examined and negotiated.



## APPENDIX V

*Requirements in staff, equipment and buildings for the extension department of Rural Institutes.*

NOTE BY SHRI K. L. BORDIA

(a) *Teaching-Cum-Field Supervisory staff:*

(i) Head of the Extension Department.

(ii) Lecturer in Agriculture.

(iii) Extension Assistance:

(1) M. Sc. or Graduate in Agriculture.

(2) Specialist in Social Education, Extension and Community Organisation.

NOTE:—If the Head of the Department is a Specialist in Agriculture the Lecturer should be one in Extension. These two will also manage the teaching in Agriculture and Extension for the Diploma course in Rural Services. When the work of the Extension Services develops it may be necessary to appoint more Extension Assistants, specially in Agriculture.

(b) *Field Staff:*

(i) Agriculture:

Fieldman one and later two

(ii) Social Education:

Part-time Literacy Class Teachers—5, full time one.

(c) *General Staff:*

(i) Audio-Visual Operator

(ii) Store-Keeper

(iii) Jeep Driver

(iv) Clerk—One

(v) Class IV servants—two

(vi) Cycle Mechanic, (to manage 40 to 60 cycles).

*Buildings:*

1. Office Rooms— $25' \times 20'$  each

2. Information Centre-cum-Museum  $50' \times 25'$

3. Audio-Visual Room  $25' \times 20'$  (can be omitted in the beginning.)

4. Cycle shed-cum-Workshop— $40' \times 25'$

5. Garage for Jeep.

6. Store Room  $40' \times 25'$ .

## APPENDIX VI

*note on the conduct of examinations in the courses offered at the Rural Institutes, the problems involved and suggestions for changes in the machinery.*

The National Council for Rural Higher Education conducts the following examinations. Details regarding the number of candidates and the question papers printed for each examination are indicated below:—

Name of examination		No. of candi- dates	No. of Question Papers printed
1. Post-Graduate Diploma in Rural Sociology & Community Development .. .. .. .. ..	24	11	
2. Post-Graduate Diploma in Rural Economics and Co-operation .. .. .. .. ..	18	11	
3. Diploma in Rural Services .. .. .. .. ..	487	42	
4. Diploma in Rural Services (Education) —			
(a) 1st Year .. .. .. .. ..	21	8	
(b) 2nd year .. .. .. .. ..	6	9	
(c) 3rd year .. .. .. .. ..	6	10	
5. Diploma in Civil and Rural Engineering .. .. .. .. ..	347	29	
6. Certificate in Agricultural Science .. .. .. .. ..	300	9	
7. Certificate in Sanitary Inspectors .. .. .. .. ..	94	7	
8. Advance course for Sanitary Inspectors Examination .. .. .. .. ..	8	5	
TOTAL .. .. .. .. ..	1,401	121	

2. For each Question Paper we require a paper setter and a moderator. Further in the case of Diploma in Rural Services and Certificate in Agricultural Science Examinations, the candidates are permitted to write their answers in the regional language. In addition, we require practical examiners for all the courses except Agricultural Science and Diploma in Rural Services (Education). In all, therefore, over 400 moderators and examiners are appointed each year for the annual examination.

3. The examiner-candidate ratio is very high. This is due mainly to the following factors:—

- (i) Provision to write answers in regional languages in the Diploma in Rural Services and Agricultural Sciences Courses.
- (ii) Wide choice of subjects in the Diploma in Rural Service Course.
- (iii) A large number of practicals in the services and in Engineering courses.
- (iv) A very small number of candidates in the optional groups in the Diploma in Rural Services Course at some Rural Institutes.
- (v) Appointment of an external examiner and an internal examiner for each of the rural institutes offering the course for each paper of the post-graduate courses resulting in the appointment of three examiners per paper; fourth examiner per paper is also appointed if the evaluation by the external and the internal examiner differs by more than 15 per cent;
- (vi) A very small number of candidates in some of the courses offered at the Rural Institutes.
- (vii) Frequent changes in the syllabus resulting in two sets of Question Papers being set.

4. As typical examples, it may be stated that in 1967 there were only three candidates in English literature at the Bichpuri institute and the theory examination at this centre had to be extended for three days requiring all the arrangements of an examination centre. This year there is only one candidate from this rural institute in the Home Science group and we have to appoint four external examiners in practicals for this candidate alone. At some of the rural institutes, the enrolment in some courses is extremely small. At Bichpuri, for instance, in the 1968 final year examination of the post-graduate course there are only three candidates and just one candidate in the previous year examination. In the one-year Advanced Course for sanitary Inspectors (offered only at Gandhigram Rural Institute), the present enrolment is only eight. Similarly in each of the 2nd and 3rd

years of the Diploma in Rural services (Education) course (offered only at the Rural Institute, Gargoti), the number of candidates is 6.

5. As regards (i), this appears to be a necessary provision and the present thinking is also along these lines. But it also indicates how difficult it is for one centralised agency to conduct the examinations in so many languages. Even the Universities, when they switch over to regional languages, will conduct the examinations in one or two languages. It is, therefore, necessary to decentralise the work relating to the conduct of examinations.

6. As regards items (ii) and (iv), whereas it would be necessary to give choice in the subjects (and there should be practical examination, wherever necessary), it is also necessary that there should be a sufficient number of candidates in each subject. It may be stated that we have repeatedly asked the Rural Institutes not to enrol in any optional group less than ten students. Even if in the beginning the number exceeds ten and subsequently, for one reason or the other, it falls short of ten, the students in this optional group should be redistributed among other groups. The Rural Institutes, however, do not strictly follow this directive and by the time the Ministry comes to know of the small enrolment in the optional group and writes to the Rural Institutes to adjust this small number to other groups and the resulting representations of the Rural Institute are considered, the year is almost over and the candidates are promoted to the second year. It is too late then for any action in this matter.

7. As regards (v), it is suggested that there should be only one internal examiner for each paper from amongst the Rural Institutes instead of one from each Institute. This would be in consonance with the practice followed by universities.

8. As regards item (vi), no minimum enrolment in a particular course has been prescribed for continuing the course at the Rural Institute. While it would be advisable to do so, there may arise a situation where the staff would be in position without any students. It would then become necessary to close down the courses when the enrolment falls short of the prescribed minimum.

9. As regards item (vii), frequent changes in syllabus should be avoided. The same syllabus should hold good for at least 3 years.

10. The examinations of the courses offered under the scheme of Rural Higher Education are conducted by the Ministry of Education on behalf of the National Council for Rural Higher Education. The Ministry of Education is giving grants and has even set up other educational institutions with specific objects, but these are controlled by the Ministry through autonomous organisations. Most of these educational institutions, e.g., the Regional Colleges of Education, are affiliated to the universities in the region and neither the Ministry nor the parent autonomous organisation are responsible for the conduct of their examinations.

11. It has, therefore, all along been felt that the Ministry should not conduct the examinations on behalf of the National Council. At one stage it was decided that an autonomous board of examinations may be set up for conducting the examinations. The idea of setting up the autonomous board, however, was given up. Even otherwise an autonomous board, for the conduct of examinations only is likely to be expensive and it is doubtful whether in the present situation, the Ministry of Finance would agree to such a proposal. Furthermore, the possible effect on the question of recognition of the various diplomas and certificates has also to be considered. Perhaps it is no exaggeration to say that it would have been still more difficult to induce the various Universities and the State Governments to accord recognition to the diplomas/certificates awarded by the National Council if the examinations were not being conducted by the Ministry of Education. As it is, the recognition accorded by these bodies is neither full nor unqualified.

12. Sometime ago, the Technical Division in the Ministry of Education used to conduct the examinations for diploma and certificate courses in Engineering and Commerce. This work has been entrusted to State Boards of Technical Education which, incidentally, are the examining bodies for the diploma courses in their States. We have no such State Boards of Rural Higher Education to whom this work can be transferred.

13. Another suggestion would be to assign the examination work to a rural institute on behalf of the National Council. But this is likely to be resented by the remaining Rural Institutes. It would also not be practicable to ask the Rural Institutes to do the work by rotation.

14. Perhaps the best solution would be to assign the examination work to an examining body, a Board or University. The lead has been given by the National Council itself when it decided that the Diploma in Civil and Rural Engineering courses should be affiliated to the State Boards of Technical Education who would be responsible for prescribing the syllabus and conducting the examination for the course. The Rural Institute at Thavanur, Amravati, Gargoti and Wardha have already affiliated themselves to the concerned State Boards of Technical Education. The remaining rural institutes viz., Jamia, Bichpuri, Coimbatore and Hanumanamatti are also in correspondence with the concerned State Boards of Technical Education for their affiliation to the Board. Even after affiliation to the State Boards of Technical Education, the National Council will continue to give advice regarding the syllabus of the course so that the object with which the Rural Institutes were started continues to be served.

15. The National Council has already allowed the Rural Institutes to get themselves affiliated to the neighbouring Universities. The Rural Institutes of Jamia and Udaipur have already been affiliated to Jamia Millia Islamia and Udaipur University respectively.

16. In the circumstances, perhaps the best solution would appear to be that the Rural Institutes should either be converted into 'deemed' universities when they would be responsible for the conduct of their examinations or be affiliated to the neighbouring universities, so that the examination work would be done by the concerned university. There should be no bar to a rural institute which gets itself affiliated to a neighbouring university, to be converted into a 'deemed' university if in the future it so develops.

## **PART III**

### **Recommendations of the National Council for Rural Higher Education.**

The fifteenth meeting of the National Council for Rural Higher Education, which met in New Delhi on 20th November, 1969 under the Chairmanship of the Union Education Minister, considered the Report of the Committee on Rural Higher Education. The recommendations of the Council are reproduced in the following paragraphs.

The National Council considered the recommendations of the Committee under three broad headings:

*Academic* (covering Recommendations Nos. 1, 3, 5, 6, 9, 10, 12);

*Administrative and Financial* (covering Recommendations Nos. 2, 4, 7, 8, 11); and

*General* (covering Recommendation No. 13),\* and recommended as under:

#### **Academic:**

*Broad aims and functions:* (Recommendation No. 1).

The Council approved the broad aims and functions enumerated in the Report.

The Council placed special emphasis on the following:

- (i) To undertake problem-oriented research in the fields in which the rural institutes provide courses of study.
- (ii) To serve the rural community through extension education by the application of scientific knowledge and techniques to the rural problems.

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\*The numbers given here refer to paras in the Summary of Recommendations in Chapter V of the Report.

The Council suggested that a Working Group be set up to ensure proper formulation and coordination of activities in regard to Extension and Research.

The Council also decided that item (i) of the '*Functions*' of the rural institutes may be expanded to read as follows:—

"To organise vocational courses of varying duration for training rural youth in agriculture, agro-industries and crafts with *emphasis on self-employment*".

*Enrolment:* (Recommendation No. 3).

The Council noted that minimum enrolment as on 31st August of the year, should refer to fresh enrolment and be at least the minimum indicated in the Report. The various recommendations under this heading were accepted, subject to the following:—

Normally, a Rural Institute should have on its roll a minimum of 200 students. However, in the case of the Kasturbagram Rural Institute, Indore, which is mainly meant for girls, the minimum enrolment should be 100. The Council decided that this relaxation will be effective for two years within which the Rural Institute should increase the enrolment to 200 by adding additional courses or additional optionals under DRS course.

*Courses of study, curriculum, etc.:* (Recommendation No. 5).

The Council accepted the recommendations of the Committee subject to the following:—

The question as to whether Diploma in Rural Services with Science subjects (including Home Science) as optionals be considered as a separate course may be examined by the Board of Studies for Diploma in Rural Services course.

The Council decided that there should be no ban on a Rural Institute having a degree course in agriculture if it has the necessary equipment and facilities and is prepared to meet the counterpart funds.

*Extension and Research:* (Recommendation No. 6).

The recommendations of the Committee were accepted by the Council (see also Recommendation No. 1).

*Employment of the products of the Rural Institutes:* (Recommendation No. 9).

The recommendations of the Committee were accepted by the Council. The Council recommended that the Rural Institutes should be covered in the study being undertaken by a Group in regard to Employment Bureaux of Universities.

*Future Status of the Rural Institutes:* (Recommendation No. 10)

The Council noted that the proposal to set up a Federal University of Rural Higher Education was examined in the Ministry earlier in consultation with the Ministry of Law, and it was found that in the present context and status of the Rural Institutes the proposal to declare any one of them as an Institution of National Importance by an Act of Parliament and subsequently giving it the status of a full-fledged university would not be feasible.

The Council also noted the observation made by the Chairman that for the present the affiliation of the Rural Institutes to the Jawaharlal Nehru University cannot be envisaged. It, however, decided that a committee of three members, as suggested by the Review Committee, may hold talks with the Vice-Chancellor of the Jawaharlal Nehru University and report to the National Council.

The Council decided that such of the Rural Institutes which desired to continue under the National Council for Rural Higher Education should be allowed to do so.

The Council decided that the Rural Institutes should be allowed to be affiliated to the universities in the region they are situated, if they opt to do so.

The Council decided that two committees of the National Council may be set up by the Chairman, one to deal with the Rural Institutes which may affiliate themselves with the neighbouring universities, and another to deal with those Rural Institutes which may continue under the National Council.

*New Rural Institutes:* (Recommendation No. 12).

The Council agreed with the recommendations of the Committee in this regard.

### **Administrative and Financial**

*Administrative structure:* (Recommendation No. 2).

The Council agreed that the National Council should be reconstituted. The Council noted the suggestion made by the Vice-Chairman that it would be better to set up a unit in the Ministry (like the Indian National Commission Unit) to deal with the Rural Institutes. An officer should normally be the incharge of this work for at least three years.

*Teaching of English and regional languages:* (Recommendation No. 4).

The Council decided that the present practice (the 3-language formula) may continue. In connection with another item of the Agenda the Council considered the recommendations made by the Board of Studies regarding the teaching of English in the Diploma in Rural Services Course. It reiterated the recommendation made by it at the meeting held in November 1967; namely, that

“English should continue to be a compulsory subject in the Rural Services Diploma Course and Paper II (English literature) should be made optional.”

The Council further recommended that the Literature Paper in the regional language may be adopted from the neighbouring university and that this may be made effective from July 1970.

*Teachers: Salary scales and facilities* (Recommendation No. 7).

The Council accepted the recommendations of the Committee in this regard and decided that the revision of salary scales should be taken up on a priority basis with the concerned authorities.

The Council also decided that the salary scales of the non-teaching staff should be similar to those obtaining in the corresponding categories in the affiliated colleges in the State.

*Library:* (Recommendation No. 8)

The Council accepted the recommendation of the Committee.

*Finance (Recommendation No. 11):*

The Council decided that for the Rural Institutes which are affiliated or wish to affiliate to the neighbouring universities or become second campus of an agricultural university, the present pattern of Central assistance should continue for a period of five years.

The Council also recommended that the Ministry of Education may, in the meantime, negotiate with the concerned State Governments, the University Grants Commission and other authorities including the Ministry of Food and Agriculture etc., to finalise the pattern of assistance after this period for development and maintenance and report the progress made to the National Council.

The National Council accepted the other recommendations of the Committee under this item and agreed that in case a Rural Institute found it necessary to close down, it may be permitted to do so provided the assets created out of Central assistance are put to an alternative educational use.

**General**

(Recommendation No. 13).

The Council agreed with the recommendations of the Committee and suggested that necessary financial provision be made. The Council also decided that one of the Rural Institutes should be authorised and financially assisted to bring out a Journal.

Necessary action regarding the implementation of the above decisions has been initiated by the Ministry of Education and Youth Services.